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One-Step and Two-Step Facility Acquisition for Military Construction: Project Selection and Implementation Procedures

by

Thomas R. Napier
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With the cost of construction to replace deteriorated facilities estimated in the billions, the Department of Defense is seeking ways of reducing both the time and money spent to provide structures of the high quality needed to support the military mission. Turnkey procurement approaches have been proposed as alternatives to the traditional design/bid/build method. Two such approaches, One-Step Competitive Negotiation and Two-Step Sealed Bidding, have been evaluated in trial projects and found successful when circumstances are favorable.

This report provides a methodology for: (1) determining which projects show a high potential for success using one of these alternative procurement methods and, for projects that do, (2) implementing the process, which includes development of design and technical requirements and specifications, development of appropriate bidding documents, selection of the winning proposal, and administration of the construction contract. The information in this report should be useful to the MACOM and Corps field operating activities (FOAs) when applying or considering the use of one-step or two-step alternative construction methods.



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FOREWORD

This work was conducted for the Directorate of Military Programs, Headquarters, U.S. Army Corps of Engineers (HQUSACE), under Project 4A162731AT41, "Military Facilities Engineering Technology"; Work Unit SA-019, "Knowledge Base for Alternative Construction Methods." The HQUSACE technical monitor was D. Duncan, CEMP-EA.

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ONE-STEP AND TWO-STEP FACILITY ACQUISITION FOR MILITARY CONSTRUCTION: PROJECT SELECTION AND IMPLEMENTATION PROCEDURES

1 INTRODUCTION

1-1. Background

Many of the facilities supporting the military mission were built during or soon after World War II and are now in need of repair or replacement. Current estimates are that a large percentage of these structures require some type of construction (new or renovation) to remain functional; some estimates place this cost at a staggering \$175 billion. To minimize time and dollars spent for facilities acquisition, Congress has urged the military services to explore alternative construction methods. An area of particular interest is procurement by nontraditional approaches such as One-Step Competitive Negotiation and Two-Step Sealed Bidding. In many cases, these procurement processes may have an advantage over the design/bid/build method normally used for military construction.

a. General Description. One-Step Competitive Negotiation and Two-Step Sealed Bidding are each "Turnkey" (sometimes called "design/build" or "design/construct") methods of facility acquisition. In contrast to the traditional method of designing, bidding, and constructing a facility, the "Turnkey" approach combines design and construction within a single responsibility. This process enables close coordination between the design and construction disciplines. In the competitive military construction environment, it also allows bidders to propose a variety of design and technical solutions for a given project. Depending on specific project conditions, advantages in cost, time, and design and technical qualities may be realized. The basic difference between the One-Step and Two-Step approaches is the basis of contract award. In a Two-Step approach, a construction contract is awarded based on the lowest bid acceptable proposal. In a One-Step approach, the contract is awarded on the basis of factors in addition to low cost.

b. Authority.

(1) One-Step Competitive Negotiation. The use of One-Step Competitive Negotiation is authorized for Military Construction, Army (MCA) projects on a limited basis through the Military Construction Authorization Act.¹ One-Step Competitive Negotiation can be used for Nonappropriated Funded Construction Projects (NAFCP) and Surcharge Funded (SF) projects without limitation. Headquarters, U.S. Army Corps of Engineers (HQUSACE) can direct the use of One-Step Competitive Negotiation on a project-specific basis. A field operating activity (FOA) can also initiate a One-Step Competitive Negotiation, subject to the requirements for submitting Determinations and Findings (D&F).²

(2) Two-Step Sealed Bidding. There are no limitations on the use of Two-Step Sealed Bidding for Military Construction, NAFCP, and SF programs. HQUSACE can direct the use of Two-Step Sealed Bidding on a project specific basis. An FOA also can initiate a Two-Step Sealed Bidding process without further approval from higher authority.

¹Public Law 99-167, *Military Construction Authorization Act* (3 December 1985), 99 STAT. 961.

²*Federal Acquisition Regulation (FAR)*, 15.3, "Contracting by Negotiation" (April 1, 1985).

1-2. Purpose

The purpose of this work is to provide reliable, consistent procedures for acquiring military facilities through One-Step Competitive Negotiation and Two-Step Sealed Bidding.

1-3. Approach

The U.S. Army Corps of Engineers (USACE), which is responsible for all construction in support of the Army and Air Force, has funded several projects over the past 5 years to test the applicability of these procurement procedures as well as alternative construction practices (e.g., architectural fabric structures).³ The results of these studies have been very favorable, suggesting that with careful planning and execution, these approaches can be advantageous. The lessons learned and expertise gained from these projects have been compiled to provide the guidance in this report.

1-4. Scope

This guidance covers selection of projects suitable for a One-Step or Two-Step approach, development of design and technical requirements and specifications, development of appropriate bidding documents, selection of the winning bid, and administration of the construction contract. This report does not propose that One-Step or Two-Step procedures be used for all construction projects; rather, the emphasis is on consideration of these methods and use only when they indicate an advantage over the traditional methods of design and construction.

1-5. Organization of This Report

This report is intended first as a guide to selecting an appropriate facility acquisition procedure for military construction projects (traditional formal advertising, One-Step Competitive Negotiation, or Two-Step Sealed Bidding). Should a One-Step or Two-Step approach be determined appropriate for a particular project, procedural guidance is then provided for the selected approach. Chapters 1 through 3 apply to all projects for which alternative approaches may be considered. Chapter 4 applies to all projects for which either a One-Step or Two-Step approach has been selected. If One-Step Competitive Negotiation is selected, managers should follow procedures outlined in Chapters 5 and 7. If Two-Step Sealed Bidding is selected, managers should follow procedures outlined in Chapters 6 and 8. Chapter 9 applies to all projects for which either a One-Step or Two-Step approach has been selected.

1-6. Mode of Technology Transfer

The information in this report will become an Architect/Engineer Instruction (AEI) for distribution by CEMP-EA as standard guidance on these procurement methods.

³ T.R. Napier et al., *Six Case Studies on Alternative Construction Methods. One-Step "Turn key" Facility Acquisition and Architectural Fabric Structure Technology*, Technical Report P-88/14/ADA196929 (U.S. Army Construction Engineering Research Laboratory [USACERL], May 1988), T.R. Napier et al., *Industrialized Building System/Two-Step Procurement Pilot Projects: Three Case Studies*, Technical Report P-18/5/ADA153812 (USACERL, January 1985).

2 DESCRIPTION, ADVANTAGES, AND DISADVANTAGES OF EACH APPROACH

Part I. DESCRIPTION

2-1. One-Step Competitive Negotiation

One-Step Competitive Negotiation is governed by Federal Acquisition Regulations (FAR) Part 15. One-Step procedures provide for competitive evaluation of technical proposals, with the contract award decision based on the best value to the Government for the combination of evaluated technical merit and associated price--not necessarily on lowest construction cost alone. "Negotiations" may not be required, but if conducted, focus on resolving proposal deficiencies; prices are not "negotiated" in the common use of the term. A Request for Proposal (RFP) states project requirements and criteria as well as evaluation factors. It provides the information and framework necessary for contractors to develop technical and price proposals for the Government to evaluate competitively. Contract award is based not only on initial construction cost, but can also consider technical quality, proposer qualification, management expertise, life-cycle costs, esthetics, and other factors important to a specific project. The major elements of this process are:

- a. If not already directed, the FOA may identify projects suitable for the One-Step Competitive Negotiation process and then request authority from HQ USACE to proceed.
- b. The FOA decides whether to prepare the RFP in-house or by contracted architect/engineer (AE) services. If it will be prepared by an outside service, the FOA selects and contracts with an AE firm.
- c. The AE or FOA design team assembles project requirements and prepares the RFP.
- d. The FOA advertises the RFP.
- e. Proposers prepare design, technical, qualification, management, and price proposals in response to the RFP and submit them to the FOA for evaluation.
- f. The FOA's Procurement and Supply (P&S) staff receives proposals and performs a general conformity check against the RFP submittal requirements, extracts contractual items and price submittals, and forwards the technical portions to the appropriate personnel.
- g. FOA technical review staff with representation from the architectural and engineering disciplines evaluate proposals for conformance to the minimum RFP's requirements. Nonconforming proposals may be eliminated from further consideration at this point, or, if it is determined in the best interest of the Government, may be allowed to be upgraded for conformance.
- h. Proposals determined to conform with the RFP submittal requirements are evaluated for qualities exceeding the specified minimums. Value ratings are assigned to each proposal according to the identified qualities.
- i. Each proposal's price is factored into the quality value rating. An overall value rating is identified for each proposal.

j. Negotiations are not required to be conducted. However, when negotiations are conducted then all proposals found to be within a predetermined "competitive range" must be negotiated individually. Negotiations consist of clarifications and discussions with a proposer regarding his/her proposal only; proposals are not discussed with anyone but their own proposers. Best and final prices are requested but prices are not negotiated.

k. An overall quality-and-price value rating value is identified for each proposal. The evaluation committee makes a recommendation for contract award. The FOA awards a construction contract.

l. Upon selection and award of the contract, final design analyses and construction documents are prepared by the contractor and reviewed by the FOA for approval.

m. After the FOA has reviewed and approved the contractor's project documents, a Notice to Proceed (NTP) is given to the contractor and construction begins.

2-2. Two-Step Sealed Bidding

Two-Step Sealed Bidding is governed by FAR Part 14. It is a hybrid procurement method incorporating the "Turnkey" approach with the competitive bidding procedure of formal advertising for a fixed price. The technical proposal and bids are submitted in two distinct steps. Technical proposals are submitted in response to a Request for Technical Proposal (RFTP). Bids are then invited from companies submitting proposals evaluated to conform with the requirements of the RFTP. Contract award is based on the lowest bid-conforming proposal. The major elements of this process are:

- a. If not already directed, the FOA selects projects suitable for Two-Step Sealed Bidding.
- b. The FOA determines whether to prepare the RFTP in-house or by contracted AE services. For contracted work, the FOA chooses an AE firm and prepares a contract.
- c. The AE or FOA design team assembles project requirements and prepares the RFTP.
- d. The FOA advertises the RFTP (Step 1).
- e. Proposers prepare design and technical proposals in response to the RFTP and submit them to the FOA for evaluation.
- f. The FOA's P&S staff receives proposals, performs a general conformity check against the RFTP submittal requirements, and forwards the technical portions to the appropriate personnel.
- g. FOA technical review staff with representation from the architectural and engineering disciplines evaluate proposals for conformance to the minimum requirements of the RFTP. Nonconforming proposals may be eliminated from further consideration at this point, or, if it is determined in the best interest of the Government, the proposer may be allowed to upgrade for conformance.
- h. The FOA issues an Invitation for Bid (IFB) to proposers whose proposals were evaluated as being in conformance to the RFTP (Step 2).
- i. Proposers submit bids on their proposals.

j. The FOA awards the construction contract to the low bidder, which represents the lowest cost acceptable proposal.

k. Upon NTP, the contractor completes final design analyses and construction documentation and submits the package to the FOA for review and approval.

l. When the documents are approved, the contractor begins construction activities.

Part II. ADVANTAGES AND DISADVANTAGES OF EACH APPROACH

2-3. Overview

The advantages and disadvantages of each procurement approach are discussed as they relate to principal participants in the military facility acquisition process. These participants include:

- (1) USACE (the FOA and other levels).
- (2) The using agency for the facility.
- (3) The AE on contract with the FOA.
- (4) The building industry at large (general contractors, subcontractors, construction managers, product manufacturers).

b. Advantages and disadvantages to these elements are discussed in terms of administration and organization, quality, cost, and time.

2-4. Traditional Sealed Bidding

a. General. Traditional design/bid/build facility acquisition is the approach most commonly used by public agencies. Participants are familiar with their respective roles, administrative and contractual relationships, and the governing procurement regulations. This familiarity should be viewed as an administrative and organizational advantage to all participants.

b. Advantages--USACE. Advantages to USACE and the FOA are described below.

(1) For MiCA programs, the funding and activities cycle is most consistent with the traditional design/bid/build approach. Design and construction activities are funded and executed separately. If construction funds are not appropriated as anticipated, designs can be saved and used in subsequent fiscal years with little additional cost or effort.

(2) In terms of quality, the FOA selects an AE through a process that carefully examines experience and past performance in the design of similar projects and building types. Quality of work is a prerequisite to selecting an AE for a facility's design. In fact, quality of work is the primary criterion for AE selection.

(3) In terms of cost, the competitive bidding of a single design ensures the lowest cost to the Government for that design. Quality of work will reflect the minimum acceptable levels of quality required by the design and specifications. Thus, the contractor selection process is simple, being based only on the lowest cost. The administrative cost to the Government is minimal.

(4) In terms of time, separating design and construction appropriations (in the MCA program) offers a potential advantage. Bidding can begin immediately after the appropriation of construction funds. No additional time is required for completing designs. If the critical measure of time is the point from which construction funds are appropriated, the traditional approach can possibly deliver the completed building in the shortest amount of time.

c. Disadvantages--USACE. Disadvantages to USACE and the FOA are described below.

(1) Separating the responsibility for design and construction between the AE and the general contractor makes it difficult for the FOA to ensure that the original design intentions are being incorporated into the facility as constructed. The design modifications and change orders typically occurring throughout the construction process illustrate this difficulty.

(2) Proprietary building products cannot be specified, even though they might enhance the quality of the facility. Therefore, it is difficult to introduce new building technologies because they generally appear on the market as proprietary products. The traditional approach, in general, discourages the consideration of alternative materials and methods in a prescriptive facility design.

(3) Time and resource limitations during the design phase limit the AE's opportunity to consider all reasonable alternatives to a design. Thus, it is possible that the optimal design solution will not be considered in the final design.

(4) Many aspects of a facility's design depend on a working familiarity with construction activities and techniques. Separating design and construction responsibilities often discourages the useful input from construction experts into the design process.

(5) The accuracy of cost estimates prepared at various phases of the design are a function of experience and familiarity with the facility being designed and with the economic climate in the local community at the anticipated time of bidding. However, in the construction industry, no cost estimate is as accurate as the price quoted by a contractor in his/her bid under competition. Thus, the design process is governed to a great extent by cost information that contains a certain margin of error. This margin of error may or may not have adverse effects on the project, but this is not known until bids are opened. If bids exceed the funding available, redesign and rebidding will be required, delaying the project.

(6) When advertising a single design, competition is achieved only in terms of cost for the prescribed design and materials. There is no opportunity for competition among alternative design configurations or materials, in addition to cost.

(7) Errors in a design developed by the Government (or AE under contract) are the responsibility of the Government to resolve. Contract modifications to correct such errors are generally costly. Therefore, the Government must pursue contract modifications with the contractor and pursue design error liability with the AE.

(8) The need for a design to be 100 percent complete before construction activities can begin prevents potential time benefits through phased design and construction (called "fast-tracking"). This situation is particularly true in some Army construction programs for which appropriation of design and construction funding is not separated (e.g., NAFCP).

d. Advantages--Using Agency. Advantages to USACE in terms of quality and time apply also to the using agency. An additional advantage to the using agency in terms of quality is the ability to examine facility designs in detail throughout their development before a commitment to construction.

e. Disadvantages--Using Agency. The disadvantages cited to USACE would impair the functional quality and beneficial occupancy date of a facility to the "Using Agency."

f. Advantages--AE. Advantages to the AE are listed below.

(1) The AE has a direct contractual relationship with the Government, which is publicly accountable.

(2) The scope of services, responsibilities, and liabilities is well defined and generally well understood.

(3) An AE can specialize in a particular type of work. Having established expertise in a specialty, the AE can be reasonably assured of continued consideration for Army design work.

(4) The cost of an AE's response to an Army solicitation for design services is relatively low.

g. Disadvantages--AE. Disadvantages to AE's are described below.

(1) In cases where the construction bids exceed the available funding, the AE may be required to redesign at their own expense.

(2) Although the FOA contracting officer is the client; AEs involvement with the FOA review staff, MACOM engineering staff, installation engineering staff, and the future facility occupant during the concept to final design process often causes redesign by AEs.

(3) AEs are liable for design errors and omissions along with the associated remedial expenses.

(4) CEGS and other USACE guidance differ from industry standard practice. The AE is liable for conformance to USACE standards and should not overlook these differences.

h. Advantages--Building Industry. Advantages to general contractors and subcontractors are described below.

(1) Bids are prepared without a requirement for architectural or engineering design work.

(2) Contractor's responsibilities and liability are limited to construction of the facility as designed and specified. Contractors cannot be held liable for deficiencies in the design and cannot be responsible for the facility's performance when constructed as specified.

(3) Contractors can maximize their gain by submitting change orders and contract modifications to correct design errors and deficiencies.

i. Disadvantages--Building Industry. Disadvantages to the building industry are as follow.

(1) Manufacturers and suppliers of proprietary building systems and products are generally precluded from serving the military construction market.

(2) It is usually difficult for contractors to incorporate alternative design configurations or materials into a prescriptive design. The contractor must assume all efforts and risks when initiating value engineering modifications with no guarantee of a return on the investment.

2-5. Two-Step Sealed Bidding

a. Advantages--USACE. Advantages to USACE and the FOA are summarized below.

(1) Having a single source of responsibility for design and construction of a facility in accordance with a performance-based specification helps ensure the FOA that the facility will perform as specified.

(2) Proprietary building products can be proposed in response to an RFTP. USACE can therefore take advantage of innovations and improvements provided by new technologies.

(3) It can be reasonably assumed that each proposer in a Two-Step approach conducts a similar analysis of alternatives as does an AE on contract with the FOA. While time and resources limit the number of alternatives a single proposer can consider, having multiple proposers ensures that many more alternatives are considered for a single facility. Therefore, it is less likely that an optimal design solution will be overlooked due to time and resource constraints.

(4) Construction expertise and considerations for quality and constructibility are incorporated into the design process because the contractor is responsible for both design and construction. Resolution of design errors or deficiencies are therefore the responsibility of the contractor, not the Government.

(5) Achieving special project goals (such as implementation of a specific building technology) is more likely through a performance-based specification and procurement than through advertisement of a single, prescriptive design.

(6) If Two-Step procurements consist of a large aggregation of projects, or if they can be applied repetitively to a particular building type over time, product manufacturers and contractors will be encouraged to modify or develop products to specifically meet Army requirements. This situation can lead to an overall improvement in the quality of Army construction.

(7) The expanded scope of price competition among building systems and materials is likely to result in lower initial cost to the Government.

(8) It is possible in a Two-Step procurement to include life-cycle economies in the contract award mechanism, rather than basing contract award solely on lowest initial construction cost.

(9) The maximum construction contract amount available for a facility can (and should) be identified in the RFTP. Technical proposals will then be developed and bid within the available funding. Unlike traditional formal advertising, bidders are aware of the funding level; as a result, the need to readvertise due to high bids is minimized. Cost competition still exists among proposers.

(10) Once a performance specification has been developed for a facility type, it can be reused with relatively little modification in subsequent procurements of the same building type. Design costs and times will thus be reduced.

(11) The Two-Step approach provides the opportunity for phasing design and construction activities (fast-tracking) when time is critical since the contractor is responsible for both design and construction.

b. Disadvantages--USACE. Disadvantages to USACE and the FOA follow.

(1) Although Two-Step Sealed Bidding is a recognized procurement method for facility acquisition, it is not commonly used by FOAs. It is somewhat of a disadvantage that FOAs are generally not as familiar with the Two-Step approach as they are with traditional formal advertising.

(2) Proposal preparation requires more effort and risk on the part of proposers than does bid preparation. Unless proposer participation is ensured at the outset of the project, it is possible that an inadequate number of technical proposals will be submitted, possibly causing delays for readvertisement.

(3) Design and construction quality is ensured through the correctness and completeness of the FOA's performance-based design and specification documents. If a particular element of the facility is specified improperly in terms of desired performance or quality, proposed design solutions will result in unsatisfactory performance for the facility.

(4) Contract award in the Two-Step approach is on a low-bid basis. Therefore, it is not possible to reward or take advantage of proposals with design features exceeding the minimum specified requirements of the RFTP.

(5) In terms of time, there is a potential disadvantage with the Two-Step approach in MCA programs if the RFTP is not issued prior to appropriation of construction funds. Proposal preparation, evaluation, bidding, and completion of the final design occur only after funds are appropriated delaying construction relative to the traditional sequence of activities. However, this disadvantage can be overcome by issuing the RFTP and evaluating proposals before the appropriation of construction funds, and then phasing design and construction activities once the construction contract is awarded.

c. Advantages--Using Agency. The advantages described for USACE in terms of quality also apply to the using agency. A further advantage to the using agency is the opportunity to analyze facility requirements and translate them into performance specifications.

d. Advantages--AE. Expertise in performance-based design and specification documentation and RFTP preparation affords AEs an opportunity to specialize, increasing the potential for continued consideration in Army work. AEs are also required to develop proposals in response to RFTPs (although the AE preparing an RFTP for a project cannot submit proposals in response to that RFTP).

c. Disadvantages--AE. AEs who develop unsuccessful proposals are at risk that they will not be reimbursed for their services. The Government has no part in arrangements made between AEs and contractors regarding proposal development services.

f. Advantages--Building Industry. Advantages to the building industry are listed below.

(1) Manufacturers and suppliers of proprietary building systems and products have increased opportunities to do business with the Army.

(2) If USACE applies the Two-Step approach to aggregated procurements that involve multiple building projects of the same or similar types, or applies the approach over time for the same or similar building types, the building industry has an opportunity to modify or develop products specifically for the Army market. Sufficient demand by the Army will result in reduced costs by providing a larger and more attractive market to the building industry.

g. Disadvantages--Building Industry. Preparation of technical proposals requires proposers to have design and engineering capabilities in-house or to acquire them on a project-specific basis. Contractors, particularly smaller businesses, may find this arrangement logistically or financially burdensome and, therefore, may be discouraged from participating in Two-Step projects. Furthermore, unsuccessful proposers must absorb the proposal development cost..

2-6. One-Step Competitive Negotiation

a. General. The Army uses One-Step Competitive Negotiation for acquisition of family housing. Facilities such as commissaries, clubs, and exchanges are also frequently built under NAFCP or SF programs using a One-Step approach. These projects involve building types for which the private construction industry has developed standard practices and specific design solutions that are generally acceptable in both private and Army markets.

b. Advantages--USACE. All advantages of the Two-Step approach in terms of quality, cost, and time also apply to the One-Step approach. Additional advantages are as follow.

(1) Qualities exceeding the specified minimum requirements in the RFP can be recognized in proposal evaluation and awarded quality value ratings. When additional costs are outweighed by advantages to the Government, a construction contract can be awarded on the basis of best overall value, not low initial cost alone.

(2) The One-Step approach encourages proposers to submit multiple proposals representing various increments of cost and quality tradeoffs. A wider range of design solutions is thus made available to the Army.

c. Disadvantages--USACE. All disadvantages of the Two-Step approach to USACE and the FOA in terms of quality, cost, and time also apply to the One-Step approach. An additional disadvantage relates to the basis of contract award. The FOA must exercise care to avoid any impression of favoritism or lack of complete objectivity when developing evaluation criteria, describing the evaluation process, and evaluating proposals.

d. Using Agency. All advantages and disadvantages described for the using agency in the Two-Step approach with respect to quality, cost, and time also apply to the One-Step approach.

e. AE. All advantages and disadvantages listed for AEs in the Two-Step approach also apply to One-Step procurement.

f. Building Industry. For private industry, all advantages and disadvantages described for the Two-Step approach also apply to the One-Step approach. An additional advantage of the One-Step approach from the building industry's perspective is the potential to have the Government recognize and reward design qualities exceeding the specified minimum requirements of the RFP. Proposers can incorporate higher quality items into their proposals without necessarily being placed at a competitive disadvantage because of increased cost. Proposers have the opportunity to use quality as a competitive advantage in addition to cost.

3 SELECTION OF A PROCUREMENT APPROACH

3-1. General

The traditional, One Step, and Two-Step procurement approaches must be considered at the outset of a project and a procurement approach selected prior to initiating design work. There will be little definitive information available at this early stage. By necessity, the approach must be selected on a qualitative basis. The process described in this chapter represents a decision rationale for considering the factors critical to selecting a procurement approach. This decision rationale applies to both HQUSACE and FOAs. In addition, it applies to a single building project and to projects involving multiple buildings and/or multiple Army installations and sites. In the use of the One-Step Competitive Negotiation process, the following selection rationale must be considered in the sense that candidate projects would be identified. Approval to initiate the One-Step Competitive Negotiation process must be pursued per FAR Part 15 and other established procurement regulations.

3-2. Selection Factors

To determine which procurement approach would be most advantageous to the Government for the design and construction of a facility or group of facilities, 15 factors must be considered. They are described below; their relative importance is determined on a case specific basis.

a. Special Project Goals and Objectives. Special consideration may be given to a project because of a directive or policy initiated at HQUSACE or higher levels of authority. Such directives may make one of the procurement approaches mandatory--either explicitly or indirectly--according to their content. An example includes the case in which a project will be used as a demonstration for a designated building product or technology.

b. Security. Considerations include the security requirements for the building(s), site(s), and Army installation(s) that may affect the project design, cost, and ability of the construction industry to provide the required services under the conditions imposed.

c. Building Type. Considerations include the type of building(s), building elements, and site elements to be constructed, and the similarity of the desired Army facility to comparable facilities built in the private construction market.

d. Repetition of Buildings and Building Elements. Considerations include the numbers of buildings and major building elements and the degree to which those buildings involved in the project are similar or identical. Consideration also includes the projected requirements for these facilities in the future.

e. Cost of Construction. Consideration includes the construction cost of the building(s) involved in the project.

f. Quantity of Construction. Consideration includes the numbers of identical or similar buildings or building elements, or the scope of the building(s) involved in the project.

g. Performance Levels. Considerations include the quality or level of technical performance required for the Army facility type and the quality and level of performance typical of the private construction market's products and practices.

h. Understanding of Performance Characteristics. Consideration includes the extent to which the functional requirements and technical performance characteristics of the facility (as opposed to the design configuration or material characteristics) are understood by both the Army and the private construction market.

i. Design Criteria, Specifications, and Construction Details. Considerations include the extent to which private building codes and industry standards can be used for the facility, or the extent to which standard USACE construction criteria, specifications, and/or details are critical to the facility function.

j. Design and Construction Time. Consideration includes the amount of time available for the design, procurement, construction, and occupancy of the building(s).

k. Existing Specifications and Designs. Considerations include previous experience with the facility type and the documentation available for recent examples of its design.

l. Site Accessibility. Considerations include the physical characteristics of the site and the Army installation, and the construction industry's ability to provide the required products and services under those conditions.

m. One-Step or Two-Step Approach. If a "Turnkey" approach or use of performance-based specifications has been determined to be preferable to traditional formal advertising, consideration must be given to whether the One-Step or Two-Step approach is more appropriate.

n. FOA Capabilities. Considerations include the FOA's experience in One-Step or Two-Step procurement, personnel available, and the administrative ability to successfully execute a One-Step or Two-Step project.

o. Construction Industry Capability and Interest. Consideration includes the extent to which the private construction industry is capable of and interested in participating in a One-Step or Two-Step project, given the project conditions described by all of the above factors.

3-3. Information Sources

a. General. At this early stage of a project, HQUSACE or the FOA may have only a few resources on which to base a procurement approach decision. Some user and facility requirements can be identified from the Fiscal Year (FY) Military Construction Project Data (DD Form 1391) and the Program Development Brochure (PDB). Characteristics of the facility type can be identified through previously constructed examples of the facilities with the same or similar building types.

b. DD Form 1391. Overall characteristics of the facility are described in DD Form 1391 item 10, "Description of Proposed Construction".

c. PDB. The design data checklist of the PDB Part C, "Architectural and Structural", and Part D, "Mechanical and Utility Systems" should be reviewed to determine if there are any unusual architectural, structural, or mechanical requirements that might impact the selection of a procurement approach.

e. Example Facilities. The most definitive information about the facility at the predesign phase is documentation for previously constructed or designed facilities of the same or similar building type. This documentation will give an example of the configuration and required quality levels or performance characteristics of the new facility. It is essential that definitive material be considered as an example only and not as a predetermined or prescribed design. Consideration should be given to items such as plan layout, design and engineering criteria, and the similarity or dissimilarity to comparable building types common in the private construction market.

f. Familiarity with Local Construction Practices. In addition to the information discussed above, selection of a procurement approach depends on the familiarity and experience of USACE personnel with the local architectural, engineering, and construction environment. If the procurement approach is to be selected at the HQUSACE level, it is strongly recommended that the decision-makers obtain input from the FOA regarding the factors discussed in this chapter.

3-4. The Selection Process

a. General. The selection process has three basic sequential phases. In the first phase, special project goals/objectives and security requirements are considered. Examination of these factors may automatically dictate the use of one procurement approach. If not, the rest of the selection process is followed. The second phase consists of considering six steps in which 12 factors are combined to determine the appropriate procurement approach for a project. If a One-Step or Two-Step approach is determined appropriate for a project, the third phase considers the ability of the FOA to execute a One-Step or Two-Step procurement and the interest and ability of the construction industry to respond to the procurement. Figure 3-1 shows this three-phased approach.

b. Special Project Goals and Objectives. Directives or policies initiated at the HQUSACE, Department of the Army (DA), Office of the Secretary of Defense (OSD), or Congressional level may impose special goals and objectives for a project. For example, a specific procurement approach may be directed. If no specific procurement approach is designated, consider the impact of the three procurement approaches on the achievement of the special goals or objectives stated. General guidance is as follows.

(1) A requirement related to expanded competition or consideration of alternative construction methods suggests the use of a performance-based One-Step or Two-Step procurement.

(2) A requirement to implement or demonstrate a specific building technology suggests the use of the traditional approach if the technology is standard throughout the building industry in terms of materials, configurations, practices, and sources, or if complete control is required over the design using that technology. In contrast, instructions to implement a specific technology for which standard materials, configurations or practices do not exist suggests the use of a performance-based One-Step or Two-Step procurement.

(3) A requirement to stimulate design or construction innovation in Army facilities suggests the use of a performance-based One-Step or Two-Step procurement.

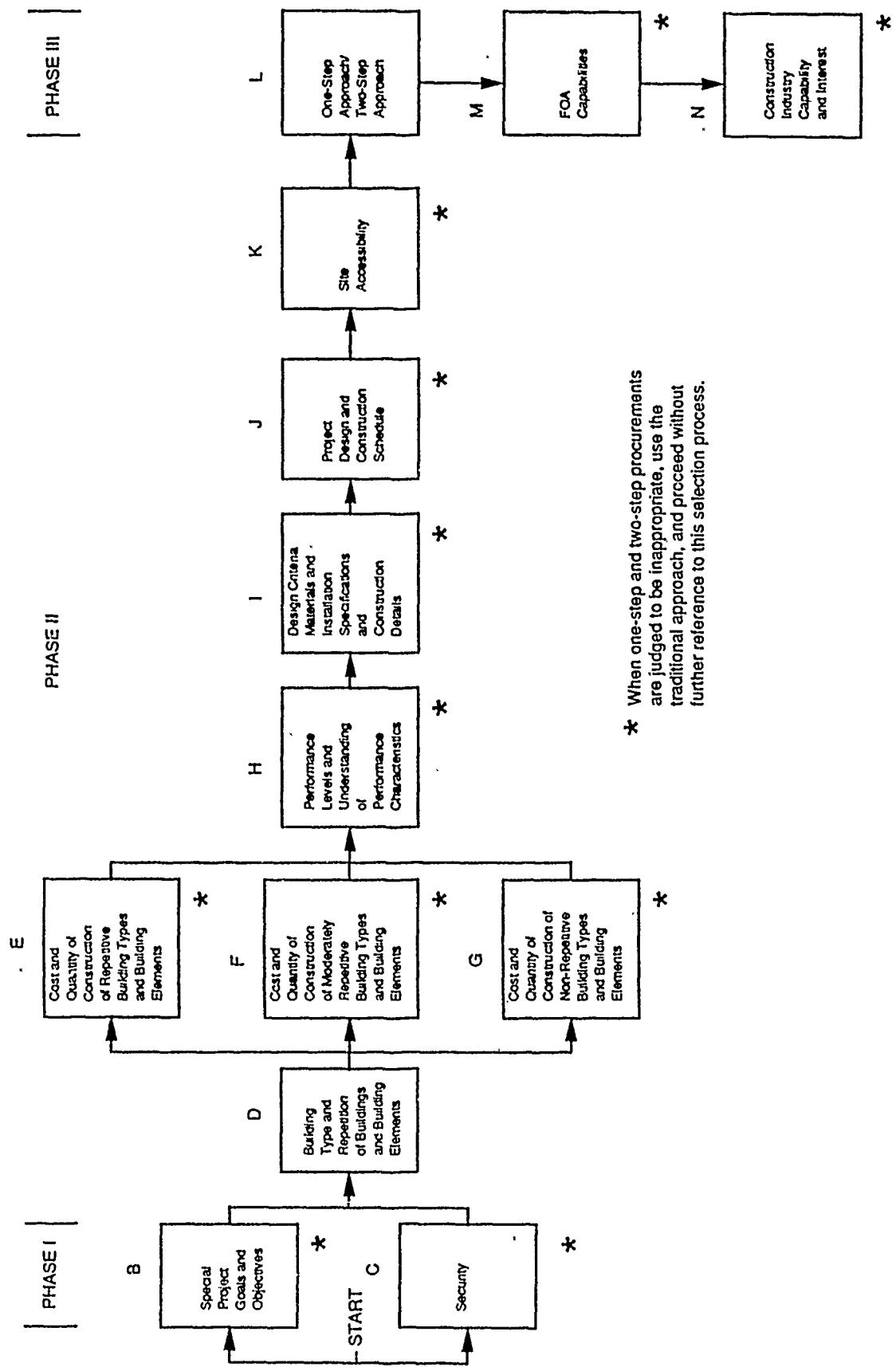


Figure 3-1. Procurement approach selection process.

(4) A requirement to rely on private construction market standards, practices, and methods suggests the use of a performance-based One-Step or Two-Step procurement.

(5) A requirement to minimize construction costs and maximize design and construction efficiencies suggests the use of a Two Step approach, but does not preclude the traditional approach.

(6) A requirement for a set-aside for a particular category of AE service or contractor (e.g., small or disadvantaged business) may suggest the traditional approach if it appears that a One-Step or Two-Step approach would unnecessarily complicate the project.

(7) A requirement related to building rehabilitation, adaptive reuse, or historic preservation suggests the use of the traditional approach.

(8) The current status of MCA limitations or opportunities relative to the use of One-Step Competitive Negotiation will impact the consideration of special goals and objectives.

c. Security. Determine if there are security requirements for the project that would make the use of any procurement approach inappropriate. Consider the following:

(1) Will security requirements for the installation(s), site(s) and/or building(s) severely restrict construction access or ability to obtain information and data necessary to design and construct the facilities?

(2) Can alternative provisions be made to provide access to the site(s) while maintaining physical security for the remainder of the installation(s)? Can alternative provisions be made to provide the information and data necessary to design and construct the facilities while maintaining the security of sensitive material? If it is inappropriate to provide sources outside of the Government (i.e., proposers at large), with the information and data needed to design the facility, the traditional approach is suggested. If no single procurement approach is determined to be inappropriate, continue the selection process described below.

d. Building Types and Repetition of Buildings and Elements. Determine the potential for repeating or combining similar building types or major building elements (e.g., rooms, structural systems, mechanical systems) within a single project and over subsequent fiscal years. The potential for repetition and high volume will be more advantageous to a design/build approach, as there will likely be design and construction expertise already present in the local industry.

(1) Consider the following:

(a) If the building type or major building elements and design requirements are common within the commercial construction market, then they are repetitive by definition. If construction of this building type is projected for the future, the building type or major building elements should also be considered repetitive.

(b) If the building type or major building elements are unique to the Army and not found within commercial construction markets, then these items are nonrepetitive. If, however, a large volume of similar Army facilities is programmed for the near future, there is potential for repetition and the development of expertise in the construction community.

(2) Determine if the building type under consideration is repetitive, moderately repetitive, or not repetitive (Figures 3-2 and 3-3). Proceed with the selection process according to the appropriate degree of repetitiveness discussed in the three paragraphs below.

c. Cost and Quantity of Repetitive Building Types. Evaluate whether the cost of the buildings is shows the procurement approaches appropriate to the project's cost and quantity when the project is of a repetitive building type. When only the traditional approach is appropriate, no further guidance on One-Step or Two-Step procurement is needed. When a One-Step or Two-Step approach is needed, continue with the selection process discussed below.

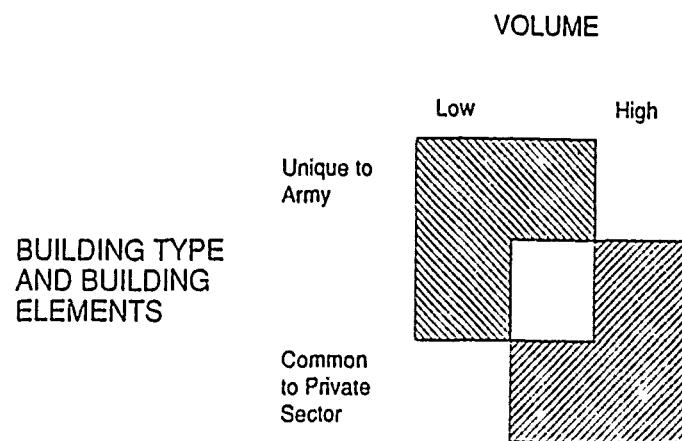


Figure 3-2. Building type project repetition matrix.

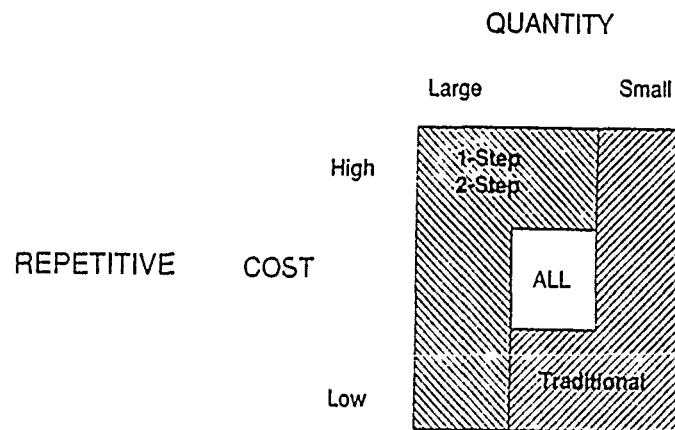


Figure 3-3. Project repetitiveness/quantity matrix: repetitive situation.

f. Cost and Quantity of Moderately Repetitive Building Types. Evaluate whether the cost of the buildings is high or low, and whether the quantity, or scope, is large or small. Figure 3-4 shows the procurement approaches appropriate to the project's cost and quantity when the project is of a moderately repetitive building type. When only the traditional approach is appropriate, no further guidance on One-Step or Two-Step procurement is needed. When a One-Step or Two-Step approach is appropriate, continue with the selection process discussed below.

g. Cost and Quantity of Nonrepetitive Building Types. Evaluate whether the cost of the buildings is high or low, and whether the quantity, or scope, is large or small. Figure 3-5 shows the procurement

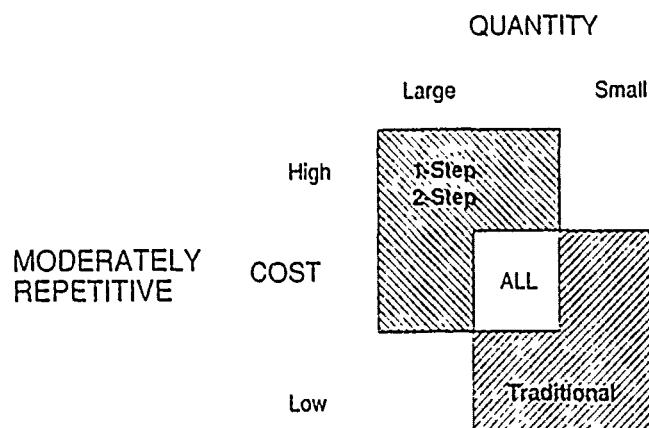


Figure 3-4. Project repetitiveness/quantity matrix: moderately repetitive situation.

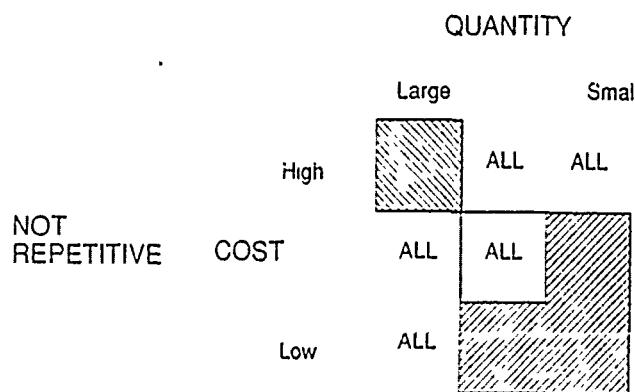


Figure 3-5. Project repetitiveness/quantity matrix: nonrepetitive situation.

approaches appropriate to the project's cost and quantity when the project is of a nonrepetitive building type. When only the traditional approach is appropriate, no further guidance on One-Step or Two-Step procurement is needed. Where a One-Step or Two-Step approach is appropriate, continue with the selection process discussed below.

h Performance Levels and Understanding of Performance Characteristics. Determine the levels of performance required for buildings in the project (e.g., structural conditions, acoustic control, mechanical requirements) and the extent to which the functional and performance requirements of the building type are understood (as opposed to the materials or design characteristics of existing examples of the building type).

(1) Consider the following:

(a) Are the required technical performance levels of the building type unique to the Army? Are the requirements for the Army facility similar to the performance levels of comparable buildings found in the private construction market?

(b) Is there a clear understanding of the performance requirements and characteristics of the building type by both Army engineers and private design and construction professionals?

(2) Determine if the performance requirements for the building type are unique to the Army or common to the private construction market. Assess whether the understanding of the building type's performance requirements is very clear or not clear. Figure 3-6 shows the procurement approaches appropriate for the project's performance levels. When only the traditional approach is appropriate, no further guidance on One-Step or Two-Step procurement is needed. When a One-Step or Two-Step approach is appropriate, continue with the selection process discussed below.

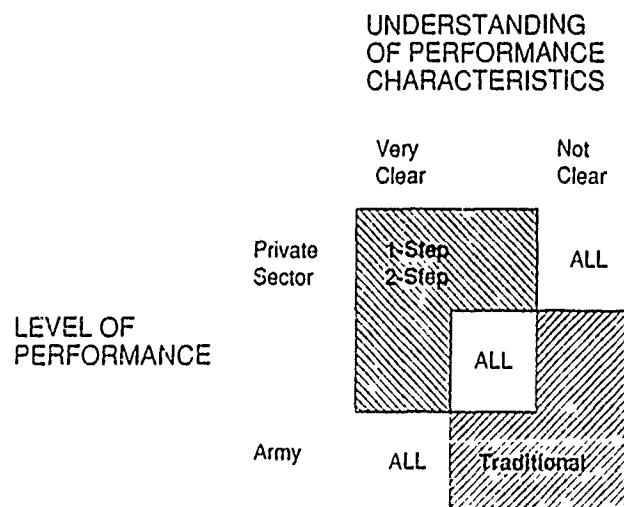


Figure 3-6. Level of performance/understanding of performance matrix.

i. Design Criteria, Specifications, and Construction Details. Determine the extent to which private construction market design criteria, specifications, and construction details are appropriate for the project. Next determine the extent to which standard Army and USACE design criteria, specifications, and details are critical to the function of the building type and must be imposed in the project's design. Either standard USACE design criteria or private building codes and industry specifications and standards can be used in the traditional approach. In a One-Step or Two-Step approach, however, a predominance of nonprivate design criteria and specifications diminishes the effectiveness of these performance-based approaches. Determine if the design criteria, specifications, and construction details for the project must be primarily Army-specific or may be private construction market. Figure 3-7 shows the procurement approaches appropriate for the design criteria, specifications, and construction details required for the project. When only the traditional approach is appropriate, no further guidance on One-Step or Two-Step procurement is needed. When a One-Step or Two-Step approach is appropriate, continue with the selection process discussed below.

j. Project Design and Construction Schedule. Determine the design and construction schedule requirements for the project.

(1) Consider the following:

(a) Is there an occupancy milestone that cannot be altered? Is there enough time for design and construction activities, or is there the likelihood of time constraints that may impact the effective execution of the project's design and/or construction due to factors such as design start time, and seasonality of construction activities?

(b) Are existing design and specification documents available for the project and can they be used to expedite design activities (such as traditional construction documents and specifications, performance-based specifications, or an RFP/RFTP)? Will design and construction documentation have to be developed as original material?

(2) Determine if the project's design and construction schedule is sufficient for the traditional design/build approach or imposes severe constraints on traditional design and construction methods. Figure 3-8 shows the procurement approaches appropriate for the project's schedule. When only the traditional approach is appropriate, no further guidance on One-Step or Two-Step procurement is needed. When a One-Step or Two-Step approach is appropriate, continue with the selection process discussed below.

k. Site Accessibility.

(1) Determine the effects of site accessibility on the procurement approach. Consider the following for a building(s) on a single Army installation or for a project involving buildings on more than one installation:

(a) Is the site within an active, competitive construction market in terms of labor, materials supply, fabricators and installers, transportation, and AE services? Is the site remote in terms of proximity to an active construction market?

(b) Do the physical features of the Army installation and site (e.g., topography, environmental conditions, natural features, utilities) impose extraordinary conditions on design or construction?

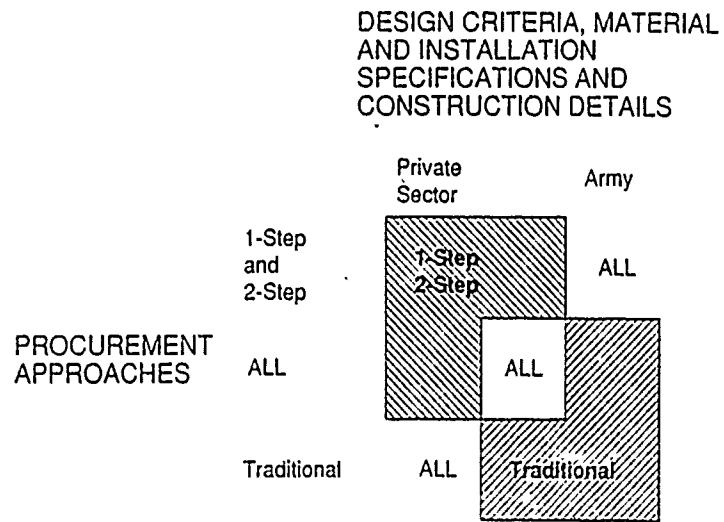


Figure 3-7. Procurement approach/design criteria matrix.

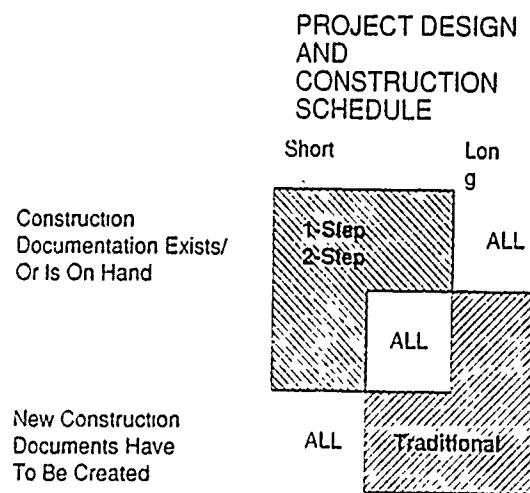


Figure 3-8. Project document availability/project schedule matrix.

(c) For projects involving more than one Army installation, are the sites in relatively close proximity and are they within the general market area of the contractors active within the FOA's geographical jurisdiction? Or, are the sites so dispersed that it would be difficult for a single contractor to operate on all of them?

(2) Evaluate the project's site(s) as not remote, somewhat remote, or isolated. Assess the physical features of the site(s) as ordinary or severe. Only remoteness and physical features that present the most adverse conditions should be considered a constraint on construction. Regardless of the procurement approach used, these constraints affect design and construction in the same way. Under the most adverse conditions, the traditional approach will generally be the most appropriate. For a project involving multiple sites, evaluate the sites' proximity as close, moderately close, or dispersed. Only a distribution of sites that extends beyond the normal geographic market of contractors active within the region should be considered as a constraint to the use of a One-Step or Two-Step approach. When only the traditional approach is appropriate, no further guidance on One-Step or Two-Step procurement is needed. When a One-Step or Two-Step approach is appropriate, continue with the selection process discussed below.

I. One-Step Approach or Two-Step Approach. If it is found that both the One-Step and Two-Step approaches could be appropriate for the project, determine which is more advantageous.

(1) Consider the following:

(a) Would it be an advantage to the project to provide qualities or levels of performance above specified minimum requirements (while not exceeding the maximum cost limitation), and is it possible to objectively evaluate and grade the degree to which a design may exceed specified minimum requirements? Would exceeding specified minimum requirements be unnecessary, not useful, or even undesirable? There are some performance characteristics of a building for which the minimum specified requirements are totally satisfactory and exceeding minimum requirements will be of no advantage to the project. Examples are structural loading requirements or required lighting levels. There are other performance characteristics for which exceeding minimum requirements would be advantageous to the project and would represent the preferred design solution. Examples are energy conservation, enhanced durability or weather resistance, and building esthetics.

(b) Is overall value (cost and quality combined) of major importance to the project rather than the lowest construction cost alone, or is the lowest possible construction cost the primary influence on the project? Will other cost factors such as energy use be important to the project and have a significant impact on the overall life-cycle economics of the facility?

(c) Is there a variety of products and methods available in the private construction market that would be feasible for the building type? Is there a range of performance or quality levels represented in the available products and methods?

(2) When a significant number of requirements are present for which enhanced qualities will result in overall advantages for the project (while not exceeding the maximum cost limitation), and when a suitable variety of feasible design solutions and levels of quality exist in the private construction market, a One-Step procurement approach is more appropriate. When meeting the minimum acceptable requirements will provide a completely acceptable facility and exceeding these requirements will be of no advantage to the project, and when the lowest possible construction cost is the primary influence on the project, a Two-Step procurement approach is more appropriate.

m. FOA Capabilities. Having determined that either a One-Step or a Two-Step approach is appropriate for the project, determine whether the FOA has the ability and expertise to execute the selected type of procurement. Consider the FOA's previous experience in One-Step or Two-Step procurement, personnel experience and availability, and the necessary coordination among Engineering Division, Construction Division, and Area or Resident Office activities. Only if the FOA anticipates severe problems in identifying the appropriate management and administrative resources should the One-Step or Two-Step approach be abandoned in favor of the traditional approach.

n. Construction Industry Capability and Interest. Determine the extent to which the local construction industry is capable of and interested in completing design and construction of a project under a One-Step or a Two-Step procurement approach.

(1) Consider the following:

(a) Is the private construction market in the area particularly active or inactive? Will design and construction of the project be attractive to the construction industry relative to other construction activity in the region?

(b) Has recent bidding experience been generally favorable for the Government in terms of contractor participation and pricing in construction projects administered by the FOA, or has bid participation and competition been low and pricing high?

(c) Is "Turnkey" or "Design/Build" construction practiced and evident in the region?

(d) Will the timing of the project's advertisement affect participation in the procurement? Will seasonal activity in the private construction industry encourage or discourage proposal preparation, design, and construction of the project?

(2) An information exchange or liaison between the FOA and the construction industry should be established to inform the construction industry of the Government's general intentions regarding the initiation of One-Step or Two-Step projects and to evaluate the industry's capabilities and interest. The purpose of this liaison is to ensure adequate participation and competition in the procurement as well as successful design and construction of the project with respect to cost, time, and quality. Communications can be maintained through local professional associations and industry trade associations, AE publications, and construction industry publications. An AE contracted for RFP or RFTP preparation can be asked to maintain contacts within the local construction industry, evaluate capabilities and interest, and assess the likelihood of participation in the procurement.

4 PREDESIGN ACTIVITIES

4-1. General

This chapter applies to both One-Step and Two-Step projects. When differences in procedures occur between the One-Step and Two-Step approaches, they are indicated as such in the text.

4-2. Project Directive

The USACE FOA will receive a project directive from Headquarters as usual. The directive may include instructions to execute the project using One-Step or Two-Step procedures.

4-3. Procurement Approach Selection

If the design directive for the project or the Architecture and Engineering Instructions do not already mandate the use of One-Step or Two-Step procedures, the FOA must evaluate the project for possible advantages in using these alternative approaches. Chapters 2 and 3 of this report provide guidance in making this determination. An FOA is authorized to initiate a One-Step Competitive Negotiation or a Two-Step Sealed Bidding as discussed in Chapter 1.

4-4. Determination and Findings

If the FOA elects to use One-Step Competitive Negotiation, it should submit a D&F per FAR 15.3 through the Division to HQUSACE (CEMP). If HQUSACE directs the use of One-Step Competitive Negotiation, no D&F is required from the FOA. A D&F is not required for Two-Step Sealed Bidding.

4-5. Preconcept Control Data

a. Assemble the Preconcept Control Data in the usual way. Avoid using detail- or material-prescriptive descriptions that may unnecessarily restrict proposals at a later stage of the project. Review DD Form 1391 and the PDB to identify any discrepancies between the information contained in the programming documents and preliminary decisions concerning the degree of latitude or control to be exercised in the facility's design.

b. Develop building plans as usual, but indicate only nominal overall dimensions. Avoid indicating construction type and materials unless these elements are critical to the function of the facility. If sections and elevations are included, indicate only general configurations and overall nominal dimensions. Develop a site plan as usual, indicating a general placement of the building on the site rather than a definitive building outline.

c. Outline specifications should indicate only the overall contents of the eventual project specifications. When industry standards or model building codes can be used instead of standard USACE construction criteria, this may be indicated.

d. Complete Engineer Form 3086 in the usual way. At this stage, a facility's design and construction type will not be identified. Base the budget stage estimate on AR 415-17 as directed in ER 415-15-42.

4-6. AE Selection and Contracting

a. Work Conducted In-House or by AE Contract. Developing an RFP or RFTP is comparable to the design stage of a conventional military construction project. The decision to conduct work in-house or by AE contract should be made on the same basis as in a conventional design project. In addition to the usual considerations of FOA workload, experience with the facility type, and so on, also consider factors such as experience with One-Step and Two-Step procedures, familiarity with industry standards and local or model building codes, experience with performance-based construction specifications, and knowledge of the local construction community and its capabilities. If the decision is made to contract for AE services, the following guidance applies.

b. Use of SF 254. Submittal and receipt of Architect/Engineer and Related Services Questionnaire (Standard Form [SF] 254) follows the same procedure as that used in conventional design.

c. Advertisement in Commerce Business Daily. Advertisement in the Commerce Business Daily (CBD) should follow the same format as that used to solicit conventional design services. Incorporate the following items.

(1) The title should indicate "Preparation of a Request for Proposal (RFP) for ____" or "Preparation of a Request for Technical Proposal for ____."

(2) Describe the project as usual indicating the type of building, square footage, construction cost range, estimated time of RFP or RFTP completion, and other general information about the facility.

(3) Describe the services included. Indicate the preparation of an RFP or RFTP for a "Turnkey" procurement. List (as appropriate) the development of facility concept design, site design, development of performance-based construction specifications, development of evaluation criteria and documentation, and participation in proposal evaluation.

(4) Describe the required qualifications. In addition to those required for conventional design services, include experience with Turnkey procedures and familiarity with industry standards and local or model building codes, performance-oriented construction specifications, and the local construction community and its capabilities. Emphasize that experience in performance type design/build documentation is important to ensuring successful completion of the project. If the FOA design staff is not familiar with performance type technical documents, advertising for AE services is advised.

(5) Respondents should submit Architect/Engineer and Related Services Questionnaire for Specific Projects (SF 255) and, if not already on file, SF 254.

d. Use of SF 255. Submittal and receipt of SF 255 follow the same procedures as for a conventional design.

e. Preselection and Selection. Conduct preselection and selection activities similar to those for a conventional design project. Expertise in performance-based construction specifications and familiarity

with the local construction community's capabilities regarding a Turnkey project are essential to One-Step and Two-Step projects; these factors may receive more weight than conventional design capabilities.

f. Predesign Meeting. After notifying the selected AE, forward the facility's design and technical criteria as you would for a conventional design project, such as Corps of Engineers Guide Specifications (CEGS), Technical Manuals (TMs), or Engineer Manuals (EMs). Include USACE guidance on One-Step and Two-Step procedures, and on RFP and RFTP development. State the anticipated scope of work. Arrange a predesign meeting at the project site similar to a conventional design project. Personnel involved should also be the same. Discuss the facility's design requirements and technical criteria as usual. Discuss the One-Step or Two-Step procedure and the responsibilities of each principal participant. Address the performance orientation of the design and technical material to be contained in the RFP or RFTP. Indicate to the AE that the technical criteria provided need not be directly included in the RFP or RFTP but are furnished to indicate the appropriate levels of quality for the facility. They are to be edited and incorporated in performance-oriented design and technical criteria as appropriate. Address the possible use of industry standards and local or model building codes instead of selected USACE criteria. Discuss the design and construction alternatives likely for the project and the potential response from the local construction community. Describe the AE's scope of work. Agreement on this item is critical to. (1) ensure that all required tasks and activities are identified and assigned, and to (2) serve as an accurate basis on which the AE will develop his/her proposal.

g. AE Scope of Work. The AE's responsibilities for a One-Step or Two-Step approach will be determined largely by the "design approach" and composition of the design and technical criteria appropriate for the particular project, these issues are discussed in this report. The scope of work may include the following; add to or delete from this list according to the specific project requirements.

- (1) Preparation of existing site plans and description of site conditions from USACE-provided data.
- (2) Development of site design.
- (3) Completion of site civil engineering.
- (4) Preparation of an architectural design program.
- (5) Development of a concept-type architectural design.
- (6) Development of mechanical and electrical design criteria.
- (7) Development of performance-oriented construction specifications.
- (8) Development of evaluation criteria and scoring scheme (for a One-Step approach).
- (9) Preparation and presentation of a concept RFP or RFTP (including cost estimate).
- (10) Preparation of the final RFP or RFTP (including cost estimate).
- (11) Performance of a construction market survey; identification of potential proposers.
- (12) Response to inquiries and/or amendments during proposal development.

- (13) Participation in a pre-proposal meeting.
- (14) Participation in proposal evaluation.
- (15) Review of contractor-generated design analyses and construction documents.

h. Negotiation and Award. Conduct fee negotiation and award the AE contract as usual.

4-7. Project Scheduling

a. General. A project schedule can be constructed for a One-Step or Two-Step project much as would be done in a conventional design project. There are, however, certain areas that will vary in activities and time requirements. The differences are described below.

b. Design and Documentation. RFP or RFTP preparation will generally require much less time than complete design, specification, and preparation of a conventional bid package. This time depends largely on the amount of prescriptive material to be included in the RFP or RFTP (e.g., site design or site civil drawings), and conversely, the latitude allowed in developing proposals. Developing a concept submittal should require approximately the same time as for a conventional design. From that point, completion of the RFP or RFTP document should take considerably less time than for a conventional design and specification package. Schedule review time as usual. Overall, an RFP or RFTP should require only approximately 50 to 60 percent of the time required to prepare a conventional bid package.

c. Advanced Advertisement. In programs where construction funding is appropriated on a cyclical basis, such as MCA, an RFP or RFTP will frequently be ready to advertise prior to funding authorization--sometimes 3 months or longer. Were this to happen in a conventional design, the FOA would usually wait for funding appropriation to advertise the bid package. However, since proposal development and evaluation will take considerably longer than conventional bid preparation, waiting to advertise would be to a FOA's disadvantage.

(1) The FOA should take the opportunity to advertise an RFP or RFTP upon completion of the documents, even if construction funds have not been appropriated. This advertisement does not obligate the Government to spend funds not yet appropriated. Rather, this action only requests proposals, contingent on receipt of funding; such action is frequently taken in conventional MCA projects.

(2) Request authority from CEMP C through the appropriate District and/or Division to advertise prior to construction funds appropriation. In both a One-Step and Two-Step approach, all activities up to and including identification of an apparent low bidder (for a Two-Step project) or successful proposer (for a One-Step project) can be conducted prior to appropriation of construction funding. The FOA, however, must include provisions in the RFP or RFTP to indicate that—

- (a) Contract award is contingent upon Congressional appropriation of construction funding.
- (b) A period of time is specified during which proposers or bidders will be held to their prices or bids.
- (c) Proposers will have the opportunity to resubmit prices or bids if a contract cannot be awarded within the designated period of time.

d. Proposal Development. Proposal development will require more time than conventional bid preparation. For most projects having ordinary requirements, a proposal period of 60 to 90 days or more is reasonable. This time, however, will depend on the amount of definitive design guidance included in the RFP or RFTP. When schematic plans are provided, relatively little design development will be required for a proposal. Where only a written design program or sketch plans are provided, more design development time will be required. Furthermore, time must be allowed for general contractors, designers, and other proposer participants to coordinate efforts or arrange joint ventures. This time can be reduced by issuing an advanced notice to potential proposers so that they can coordinate their resources prior to advertisement. Issue this notice at least 6 to 8 weeks prior to advertisement.

e. Proposal Receipt and Evaluation. Allow approximately 1 week for the FOA P&S Branch to receive proposals, conduct a general conformity review, and forward them to the Project Manager.

(1) Proposals in both a One-Step and Two-Step approach must be evaluated for conformance to the minimum criteria in the RFP or RFTP. Allow 1 to 2 weeks to distribute proposals among the evaluators and to conduct the technical evaluation. The actual time required will vary with the anticipated number of proposals and the complexity of the facility and evaluation. Careful preparation for the evaluation will expedite this activity and reduce non-productive effort and time.

(2) Proposals for a One-Step approach must also undergo a quality scoring evaluation. Allow at least one week for this activity. Careful preparation will expedite this activity and reduce nonproductive effort and time.

(3) Clarifications, additional information, and/or correction of deficiencies can be requested from proposers in both the One-Step and Two-Step approaches. Allow approximately 2 weeks for these notifications and responses. Notification by telephone, followed by letter, will expedite this activity.

(4) In a Two-Step approach, time must be allowed for Step 2 bidding. Allow approximately 2 to 3 weeks to invite and receive bids. A One-Step approach will not require this activity.

(5) Once an apparent successful proposer or low bidder is identified, the time allowed for contract award activities should be the same as for a conventional construction contract.

f. Final Design. Completion of final design analyses, working drawings, and specifications will require considerably less time than for a complete conventional design. For projects of ordinary scope and characteristics, allow approximately 90 to 120 days for completion of final design documents. Review and approval for construction should require the same effort as for conventional construction documents, although this activity should be expedited because the contractor is now under contract. Phasing final design submittals (reviewing and approving some items while others are still being completed) will minimize the time for this activity.

g. Construction Activities. Construction time and related activities should, at this stage, be scheduled as usual. If construction time is limited, fast-tracking design and construction should be considered.

4-8. Predesign Meetings

a. Conduct a predesign meeting upon the initiation of RFP or RFTP development. The primary purpose of this meeting is to coordinate efforts among the USACE FOA administering the project, the AE,

the using agency, installation engineers, and, as appropriate, Major Command (MACOM) and HQUSACE personnel.

(1) Describe the "Turnkey" approach to the project; note that, rather than developing a single design solution, the Government is soliciting a variety of designs. Describe the One-Step or Two-Step procedure. Emphasize that project control remains with the USACE and the using agency through definition of project requirements/criteria and proposal evaluation. It is important that the using agency is comfortable with the approach and is satisfied that its new facility will be responsive to the requirements. Identify how each of the participants will be involved throughout the project's development—RFP or RTP development, proposal evaluation, final design, construction, closeout, and occupancy.

(2) Address the project's design and technical requirements as usual. Include time and scheduling considerations. Discuss the "design approach" appropriate for the project--how much latitude to allow a proposer or how much control to exercise over site design, building design, or construction methods. If a One-Step approach is selected, identify the priorities for the project. Address major proposal evaluation factors and how they might be weighted and scored.

(3) Discuss intra-FOA responsibilities and tasks for the project, especially those that differ from a conventional design and construction project. These include proposal evaluation, review and approval of contractor generated construction documents, and construction quality assurance (QA) per model building codes or industry standards rather than standard USACE criteria.

b. Developing a "Design Approach." Make a preliminary determination as to the latitude a proposer may exercise in design and construction methods and the control the Government should maintain in prescribing these methods. The AE, if used, should be involved in these discussions. Consider how site design, building layout or plan configuration, building appearance, mechanical and utilities design, and construction methods should be represented in the RFP or RTP. Consider where the use of model building codes and industry standards would be appropriate instead of standard USACE criteria. Specific project conditions will suggest the appropriate "design approach." These conditions include: the variety of design and construction alternatives possible for the project, the project's time constraints; project size and contract amount, the ability of the local construction community to develop proposals; and the user's input regarding control over the facility's design. Consider also the degree of subjective latitude that can be exercised in proposal evaluation in a One-Step or Two-Step procurement. At this stage of the project, consider this "design approach" as a guideline, adjustments should be made throughout the course of RFP or RTP development.

c. Consideration of Fast-Tracking. Consideration should be given to allowing the contractor to "fast-track" design and construction (i.e., start initial stages of construction while subsequent stages are still in design or review). Consider the occupancy time requirements of the using agency and the staffing and ability of the FOA to provide the necessary turnaround time for review and approval. Fast-tracking is discussed further in Chapter 9.

4-9. Administrative Items

Administrative responsibilities should not differ from those in a conventional design project except for the following items.

a. When early advertisement is likely, as discussed above, approval should be requested in the early stages of RFP or RFTP development.

b. Design progress reporting for a One-Step or Two-Step approach must consider that an RFP or RFTP represents relatively little definitive design. Concept and final "design" progress reporting must reflect progress on the RFP or RFTP, not actual design work. If this is not addressed in the project directive or HQUSACE Architecture and Engineering Instructions, inform HQUSACE through the appropriate District and Division that progress reporting will represent the progress on RFP or RFTP completion. This matter is discussed further in Chapters 5 and 6.

c. Additional design funds can be requested to supplement the cost of the construction superevision and administration (SA) and for review/approval of the contractor's design.

d. Design funds can be requested to cover the contractor's design expenses upon award of the construction contract or to support the contractor's design after the contract is awarded. Packaging of contract options is discussed further in paragraph 4-10 below.

e. The project manager should determine if additional design funds will be necessary and appropriate for the specific design project.

4-10. Contract Options

a. General. A contract for a One-Step or a Two-Step project can be packaged according to time and funding for the project. The design/construction services can be contracted as a single item, as is the typical case in Army Family Housing and other MCA "Turnkey" projects. As an alternative, the construction contract can be packaged as a series of design and construction options to be exercised as the project progresses. These options are described below.

b. Construction Contract. A single construction contract will cover all services involved in a design/build type of project, including the contractor's design services. The advantage to this approach is that it is the standard practice for "Turnkey" types of projects and is a single contract exercise. However, certain disadvantages might jeopardize successful completion of the project. These are:

(1) The cost of the contractor's design services must be supported by the funding originally programmed for building construction alone. Therefore, the funds actually available for construction are reduced, lowering the proposers' chances of submitting bids or prices within the available funds.

(2) If construction funding is appropriated cyclically by Congress, a contract cannot be awarded prior to the funding appropriation. The design completion phase cannot be initiated until funding has been appropriated. This delays the start of actual construction compared with a conventional design/bid/build project.

c. Design Options. The construction contract can be packaged as a series of options to mitigate the disadvantages discussed above (i.e., delays in initiation of the final design and start of construction).

(1) An advantage is that design funds can be requested to support the contractor's design work, thus allowing all construction funding to support the actual construction phase. The project schedule will not be delayed compared with a conventional MCA project, since the design can be completed before

construction funds are appropriated. Finally, the Government can exercise an escape clause prior to construction if the design does not meet all expectations.

(2) There are, however, disadvantages to executing the contract as a series of options. Using additional design funds may increase total project cost (although this may be an acceptable alternative to losing the project). Also, exercising separate design and construction options precludes the possibility of fast-tracking. Finally, designating separate options may imply some element of risk to potential proposers because the Government can cancel the contract at the conclusion of the design phase.

(3) It is possible to identify additional options within the completion of design, such as "concept" or "presfinal." These options may be appropriate in high-risk situations for which successful completion of the design may be questionable. However, under normal conditions, the FOA should be assured of a suitable design at the proposal stage so that additional design options will be unnecessary and will only serve to slow the project.

d. Guidance for Contract Options. If funding or time constraints make it impractical to include design and construction within a single contract, the following items must be addressed.

(1) Request and verify that additional design funds are available and will be provided for the project. Initiate this request through the Division to HQUSACE (CEMP-CA or CEMP-CF, as appropriate).

(2) Describe the contract options and note how and when they will be exercised in the section "Instructions, Conditions, and Notices to Offerors." Indicate that the Government fully intends to continue with all options.

(3) The design option can be awarded upon selection of the successful proposer if separate design funds have been provided. The construction option cannot be awarded until construction funds have been appropriated.

4-11. Building Industry Liaison

a. General. As a general policy, the FOA should inform the local construction community of its intentions regarding future One-Step or Two-Step projects. Without prematurely committing the Government or divulging information not appropriate for public release, indicate in general terms the types and numbers of projects that may be considered for a "Turnkey" approach in the near future. Potential media for this information include CBD, building design and construction trade journals, and local press. Advanced notices should be issued to bidders on the FOA's standard bidders list, as well as firms not typically involved with USACE work such as design/build firms and "Turnkey" contractors, construction management firms, building system franchise contractors, and AE/contractor joint ventures active in design/build projects. Indicate that this notification is for information only and will not obligate the Government. Such an ongoing liaison is advantageous to both the construction community and the Government. Knowing—at least in general terms—a potential "market," potential proposers will be able to plan ahead and prepare for specific projects when advertised. The Government, therefore, will benefit from stimulated interest and increased competition.

5 DEVELOPING THE RFP FOR A ONE-STEP COMPETITIVE NEGOTIATION

5-1. General

The RFP is the Government's procurement document for soliciting design, construction, and price proposals for a One-Step Competitive Negotiation. Upon the decision or directive to use One-Step procedures, prepare the RFP following essentially the same procedures used for a conventional construction bid package.

5-2. RFP Contents

a. General. The RFP describes the procurement procedures and how they will be implemented, and contains standard contract forms and data, price proposal forms and schedules, descriptions of project conditions and site data, performance-oriented technical specifications, architectural design guidance, and evaluation criteria and procedures. Although the RFP is performance-oriented, it should not be "wide open" to any design, construction type, or materials without controls for adequacy and quality. Rather, it should allow a variety of construction solutions within specified criteria.

b. Format. Include written material in 8-1/2 by 11 in. bound format as usual. Develop schematic or sketch graphic material on 8-1/2 by 11 in. format when practical. If scale permits, develop site and architectural drawings on half-sized sheets for ease of handling. FAR Part 15 describes a format for source selection, however, this format does not resemble typical building construction bidding documents (bid package). Therefore, the format prescribed in this chapter combines all applicable elements of the format prescribed in FAR Part 15 with the elements more typical of a traditional construction document (bid package).

c. RFP Contents. The basic RFP shall contain the following elements. Adjustments can be made to suit individual project conditions. Include contents pages for the RFP for each section within the body of the RFP.

- (1) Letter of introduction (if standard practice in the FOA).
- (2) Instructions, conditions and notices to offerors.
- (3) Solicitation/Contract Form (SF 1442).
- (4) Supplies or services and prices.
- (5) Special contract requirements.
- (6) Contract clauses.
- (7) Representations, certifications, and other statements of offerors.
- (8) List of documents, exhibits and other attachments.
- (9) Description/specifications.

(10) Evaluation factors for award.

(11) Drawings (bound separately).

d. Contract and Procedural Requirements. Standard construction contract items should not differ greatly from a conventional bid package. These items include General Clauses, Special Clauses, contract forms, and so on. The FOA's P&S Branch, however, must review this material to ensure it is appropriate for One-Step Competitive Negotiation. Items specific to One-Step Competitive Negotiation include the following.

(1) Letter of Introduction. If standard practice within the FOA, include a brief description of the project, objectives for the procurement, and the One-Step process. This section is useful since the local construction community may not be familiar with the term "One-Step" or "Turnkey" as practiced in military construction.

(2) Instructions, Conditions, and Notices to Offerors. A list of clauses commonly applied to One-Step projects is included as Appendix A. It is essential to maintain coordination among FOA project management, technical, and P&S responsibilities regarding the appropriate provisions for a specific project. Attention is directed toward the following selected items as they relate to One-Step projects.

(a) Definitions. Clarify the terms "bidder" and "bid" to mean "offeror" (or "proposer") and "price," respectively.

(b) Procurement Method. Describe the One-Step process and explain its purpose, proposal development and submittal, evaluation and negotiation (if held), award, final design, and construction.

(c) Basis of Award. Indicate that the construction contract will be awarded based on a price/quality value and not necessarily on low price alone.

(d) Anticipated Project Schedule. Indicate tentative dates or blocks of time anticipated for the major steps of the procurement. Further instructions on postcontract submittals, review times, fast-track provisions, and similar items should be included under Special Clauses.

(e) Use of this RFP. Briefly describe the content and organization of the RFP and tell how a proposer is to use the document. Indicate that the RFP presents minimum acceptable criteria and that proposals having higher quality features will be scored accordingly. Indicate that the RFP is the binding contract and will be enforced throughout the proposal, final design, and construction stages.

(f) Proposer's Options and Limitations. It is critical that the RFP clearly describe a proposer's latitudes and constraints. Indicate those items to which a proposer must strictly adhere as specified and those for which he/she may exercise options or flexibility in developing the proposal.

(g) Inquiries and Clarifications of RFP Provisions. Include both administrative and technical points of contact.

(h) Proposal Contents. Delineate all proposal submittal items--verification of proposer responsibility, design and technical sections, and price. It is recommended that the RFP include a single checklist of necessary submittal items and require that proposers submit material in the sequence and format displayed in the checklist. It is essential that a direct correspondence be maintained among

specification criteria, evaluation criteria, and design and technical proposal submittals. It is also critical that proposal submittal items be requested with consideration for the construction community's ability to respond and the FOA's ability to evaluate. Proposal submittal requirements must not be so extensive that they discourage participation in the procurement. Identify factors for which evaluation at the proposal stage is necessary and develop the submittal requirements around them.

(i) Cost Limitations. Indicate the maximum available contract award amount. Note that price proposals in excess of that amount may not be considered for award. Also state that the proposer is under no obligation to approach the maximum cost in his/her proposal.

(j) Certification of Professionals. Require evidence that design and engineering personnel involved in the proposal and final design development are qualified and certified or registered properly.

(k) Certification of Conformance to Provisions of the RFP. Require a statement from the proposer, signed by his/her authorized representative, indicating that the proposal and subsequent final design will conform to all provisions of the RFP.

(l) Evaluation Procedures. Explain technical review, quality evaluation, value scoring, clarifications and discussions, and use of price in the evaluation procedures.

(m) Evaluation Criteria. As a minimum, describe major evaluation factors and indicate their relative importance per FAR 15.406-5(c) and 15.605(e). Define relative importance by percentage and total value ratings for each major factor. It is strongly recommended that subfactors and their assigned values also be included under the appropriate major factors. The complete evaluation manual can be included in the RFP for proposers' information. If included, reference it in this clause.

(n) Clarifications and Discussions. Define "clarification" as a request for further information or resolution of ambiguity. Define "discussion" as an identification of proposal deficiency and/or request for upgrade or modification of proposal. Describe the Government's option for requesting clarifications and conducting discussions during proposal evaluation.

(o) Contract Award Contingent on Receipt of Funds. If the RFP is advertised prior to receipt of construction funds, include a clause indicating that contract award is contingent on receipt of funding and note the approximate time that construction funding is anticipated. State the maximum length of time for which the price proposal is to remain valid. Indicate that proposers will have the opportunity to resubmit price proposals if a contract cannot be awarded within the designated time.

(p) Formal Contract. The formal contract between the Army and the successful proposer includes not only the standard contract clauses and schedules current at the time of RFP issuance or modification by amendment, but also entails. (1) the RFP in its entirety, including all drawings, and (2) the contractor's proposal in its entirety, including all drawings, cuts and illustrations, and any modifications during proposal evaluation or selection. It must be remembered that the material contained in the formal contract constitutes and defines the entire agreement between the contractor and the Government. No documentation shall be omitted which in any way bears upon the terms of that agreement. Where discrepancies could arise between the RFP and the contractor's proposal, it must be made clear that the RFP will be the prevailing document unless otherwise agreed to in writing by the Contracting Officer.

(3) Solicitation/Contract Form. The contents of this section consist of SF 1442 (Solicitation, Offer, and Award) only. The following items should be contained in the SF 1442, Item 10, titled "The Government Requires Performance of the Work Described in These Documents."

(a) Include an identification number for each RFP issued. This number will be used to identify each proposal's design and technical submittals so that they can be evaluated without divulging proposers' identities.

(b) Briefly describe the project.

(c) Note that the procurement is the design/build type.

(d) Indicate that the contract award will be based on price as well as other quality factors.

(4) Supplies or Services and Prices. This is a Schedule of Proposal Items and should be attached to SF 1442. The content should be in a format that will include the following items: title of the project, item number, description, quantity, unit, unit price, amount, and the total price of all of the items combined. See paragraphh (10) below, Evaluation Factors for Award.

(5) Special Contract Requirements. This section contains information similar to that in a conventional bid package, with the following exception. Describe the contractor's requirements for final design completion and construction documentation under the cle "Submittal of Construction Drawings, Specifications, and Design Analyses." Idcntify the required submittal material and durations or deadlines. Describe the review and approval process and indicate both minimum and maximum turnaround times for each submitted phase. Discuss resubmittal procedures and times. Indicate whether the contractor will have the opportunity to fast-track design and construction. If so, indicate the phases in which the contractor is to submit his/her documentation.

(6) Contract Clauses. This section should contain items similar to those in a conventional bid package.

(7) Representations, Certifications, and Other Statements of Offerors. This section also should contain items much like those for a conventional bid package.

(8) List of Documents, Exhibits, and Other Attachments. This section should contain items that apply to the project, such as Rates of Wages, Formats, Forms, Soils Data, and Schedule of Drawings.

(9) Description/Specifications. Include site data, site and architectural design criteria, and technical specifications. The contents and composition are determined largely by the latitude offered to the proposer and control retained by the FOA. There should also be a table of contents for the technical specifications listing the division, section number, section title, and page numbers.

(a) Include existing site plans and other site data as usual. If site design is to be the proposer's responsibility, indicate design criteria in written and, if appropriate, graphic form. Indicate all requirements for features such as grading, paving, access and walks, building service, fixtures, hydrants, and landscaping. If the FOA includes a definitive site plan and working drawings, indicate a building "footprint" within which the proposer is to locate the structure. Specify the proposer's latitude in departing from the indicated plans or his/her obligations to adhere to the plans precisely as shown.

(b) Include a written and/or tabular description of the facility's architectural design criteria. Describe factors such as the building's response to the site and local environment, esthetics, energy considerations, maintenance needs, and any other special considerations such as security, acoustics, and architectural theme. Master planning considerations that will impact the site and building design must be described in the RFP. Future development must be considered for its effect on site circulation, building placement and orientation, building appearance, and other factors. List all required spaces for the building and indicate minimum net areas for each. Do not indicate a maximum allowable gross area; however, state that increased net areas will not necessarily receive credit or points unless they are truly advantageous to the facility's function. Describe requirements for space configuration, access, circulation, and any minimum dimensions for a space. Include critical or minimum dimensions for stairs, hallways, landings, ramps, and means of egress. Reference safety standards as appropriate. Describe all equipment, fixtures, and furnishings to be accommodated in the design, and their attachment or interface conditions. Tables or schedules may be appropriate to describe these items.

(c) It is emphasized that the RFP must convey the intent and objectives of the facility's design to the reader, in addition to tabulating spaces, areas, and equipment. Unlike a conventional design, the using agency (and USACE construction agent) will not have direct access to the facility designer during proposal development. In private design practice, the design/build contractor has a close relationship with the client for program development, but this is not possible in military construction. Therefore, the RFP must be self-sufficient and complete in its description of facility design requirements and user expectations. In addition to the tabular and quantitative descriptions, it is important that the RFP is clear about the qualitative, less tangible aspects of the facility.

(d) Include architectural drawings to augment the written design criteria. In most cases, floor plans developed to a conceptual or schematic level of detail will be appropriate. Building sections and elevations may also be appropriate. Indicate only overall or nominal building dimensions. Avoid definitive dimensions, indications of construction type, material designations, and construction details unless critical to the facility function. Elevations can represent the overall architectural appearance desired, but not a definitive design solution. Indicate schedules for doors and windows, finishes, and equipment as appropriate for the individual project. State whether proposers are to adhere to the design as shown or if they are at liberty to modify the given plans or generate their own designs. If the facility's configuration can be left totally up to the proposer, sketched drawings will suffice as long as the written material adequately expresses all design requirements. Inclusion of plans, however, can reduce proposal effort and risk by providing progress with an example design that is satisfactory to the FOA and using agency. The FOA's design team may also find it easier to describe architectural requirements graphically rather than verbally. Indicate the proposer's latitude in departing from the indicated arrangements.

(e) The content and composition of the technical specifications must be determined on a project specific basis and will be dictated largely by the degree of latitude offered the proposer. Develop performance-oriented construction specifications to the extent practical using the appropriate combination of performance and prescriptive specifications. Reference industry design standards and specifications, and local or model building codes appropriate to the specific project. Include standards that apply to the construction types and materials likely to be proposed. Corps of Engineers Guide Specifications (CEGS) need not be used, but may be edited, adapted, or otherwise incorporated if other standards are inappropriate or do not exist. Appendix A of this report provides guidance in developing performance-oriented construction specifications.

(10) Evaluation Factors for Award. The FOA may include evaluation documents in the RFP, and this practice is recommended. Include instructions to evaluation personnel, describe evaluation factors or categories and their relative weights and values and evaluation criteria for (as appropriate) proposer qualifications, management plan, site design, site engineering, building design, building engineering, and life-cycle cost. Indicate value factors for each evaluation criterion. State how price is to be incorporated into the value structure. Include evaluation worksheets and summary sheets, but note that these documents are for use by the Government personnel and are provided to proposers for information only. The content and composition of evaluation criteria will depend on the specific project. It must be emphasized that an identifiable correspondence between specification criteria and evaluation criteria, and in turn proposal submittal material, must be maintained. Chapter 7 of this report provides guidance for proposal evaluation.

(11) Drawings. If scale permits, develop site and architectural drawings on half-sized sheets for easy handling. The drawings can be bound separately.

5-3. RFP Preparation

a. General. Develop the RFP following essentially the same procedures used for a conventional design and bid package.

b. Concept Design. Develop a concept stage RFP much as you would a conventional concept design. Rather than giving the using agency and FOA a definitive design to review, however, the concept RFP will delineate the project's functional requirements and provide an example design typical of the proposals likely to be received.

(1) Develop written criteria for the site and architectural design, as appropriate. Prepare a concept architectural design reflecting the written criteria. Avoid definitive details, dimensions, and material designations. Indicate variations on the design that will be allowed by the RFP and are likely to be proposed. Indicate any features or configurations to which proposers must adhere as shown.

(2) Develop an outline technical specification. Describe the use of performance criteria and the basis on which the criteria were developed. Reference applicable industry standards, model building codes, and definitive USACE criteria such as CEGS.

(3) Develop an outline of contract and procedural requirements related to the One-Step procurement. Address requirements and instructions specific to project administration such as proposal submittal requirements, evaluation factors, cost limitations, award basis, completion of construction documents, review and approval of construction documents, and others. Indicate if fast-tracking during final design and construction would be advantageous.

(4) Develop a concept-stage cost estimate. Since there will be no definitive design on which to base material quantities and unit estimates, project costs on a systems basis, using the most feasible construction types likely to be proposed. The Corps of Engineers Computer-Aided Cost Estimating System (CACES) Concept Estimate Generator can be used for this estimate.

(5) Develop an outline of evaluation criteria. Indicate major evaluation factors and subfactors. Indicate the relative weights of each. Describe how values will be assigned to individual criteria. State

which design and technical criteria will be reflected in the evaluation criteria and how these items will be represented in the proposal submittals.

(6) Describe the project's administrative features. Include a schedule of critical project events such as RFP advertisement, proposal submittal, evaluation and award, completion of construction documents, construction activities, beneficial occupancy, and closeout. Describe all activities not typical of a conventional project such as proposal evaluation and the review/approval of contractor generated-construction documents.

(7) Provide an assessment of the expected participation in this procurement. Include summaries of contacts with the local construction community and indicate the level of interest in the project. Indicate the types of proposers likely to participate in the procurement, especially those who may not be on the FOA's standard bidders' list. Describe the methods by which potential proposers will be notified of the procurement.

d. Concept Design Progress Reporting. Due to the nature of a performance-oriented procurement, relatively little definitive design is done before authorization of construction. For documenting design completion on the MCA status report, "35 percent complete design" shall mean the completion of preliminary site and utility design, floor layouts, preliminary cost estimate, and outline specifications.

5-4. RFF Completion

Assemble review comments and incorporate them into the RFP in a similar manner as for conventional design. Review commentary should be kept in the context of a performance-oriented procurement. Avoid definitive indications of materials or configurations unless critical to the facility function. Conduct presinal and final reviews and backchecks as customary with the FOA. Report "100 percent design completion" as completion of the RFP.

5-5. RFP Administration

a. General. Administer the RFP from completion to receipt of proposals much as in a conventional bid package.

b. Proposer Notification. Develop a list of potential proposers for the project. In addition to general contractors on the FOA's standard bidders' list, potential proposers could include firms not typically involved in Army construction projects. Survey the regional construction market for design/build firms, "Turnkey" contractors, construction management firms, franchised building systems contractors, joint ventures between AEs and general contractors, and AEs frequently involved in design/build-type work. This survey should be initiated at the outset of the project and can be conducted throughout RFP development. This task can be assigned to the AE, if used. Potential proposers will require time to coordinate design and construction services or develop joint ventures. It is strongly recommended that the FOA issue an advance notice to potential proposers at least 6 weeks prior to the anticipated date of the RFP's advertisement in CBD. Include a brief description of the project and One-Step procurement, projected timetable for advertisement, proposal, and award, and FOA points of contact. This notice may be mailed directly to potential proposers as well as placed in construction trade publications.

c. Advertisement. Place an advertisement in CBD as would be done for a conventional construction bid package. Indicate the "Turnkey" nature of the project and necessity for proposers to provide both design and construction services. Indicate that contract award will be based on a quality-and-cost evaluation and not necessarily low cost alone. Include a date and place for a preproposal meeting. List both administrative and technical points of contact.

d. Preproposal Meeting. Conduct a preproposal meeting within the first one-third to one-half of the proposal period. Allow enough time for proposers to receive and review the RFP, but schedule the meeting early enough to be of use when they are developing proposals. The purpose of the meeting is to explain the One-Step process and discuss any procedural or technical questions. This is the proposers' first introduction to the Government, so this meeting opens the channels of communication between them. Request that attendees submit questions in advance, if possible, so that the FOA can prepare responses for the meeting. Send proceedings of this meeting to RFP holders as information. Attendees in behalf of the Government may include a representative from USACE technical personnel, the using agency, installation engineers, and MACOM/Headquarters personnel, as appropriate for the specific project. It is suggested that the proposers be allowed greater access to the user representative, typically the Project Manager, than the preproposal meeting would allow. All inquiries should be directed through this single point of contact. The Project Manager must monitor the flow of information, provide equal availability of critical information, and avoid preferential information. In addition, the Project Manager must be consistent in presenting information sources, and must discuss objectives or intent only—not "tips" on design solutions. All inquiries should be documented so they can be distributed to all RFP holders if determined preferential. The Project Manager should ascertain, depending on project conditions, what the most reasonable approach to information exchange should be (e.g., convene more meetings, direct inquiries to appropriate offices). The objective is to avoid the possibility of misinterpretation of the design requirements between the Government and the proposer or among the proposers.

e. Inquiries During Proposal. The RFP should designate a single person in the District as the point of contact for contractors who have questions regarding the RFP. The person so designated must, to the extent possible, answer questions by reference to the RFP itself and must carefully avoid making any statement that could be construed as modifying the terms of the RFP. If questions arising during the proposal period indicate an error in the RFP or identify any point on which there could be a serious misunderstanding by proposers, a formal amendment clarifying this point must be issued to all holders of proposal packages. Every effort should be made to minimize the number of amendments issued and the content of a change should be reviewed to ensure clarity of intent. It must be remembered that each proposer will be designing within his/her interpretation of the RFP and that all guidance should be oriented toward performance guidance in contrast to the specific guidance used with conventional procurement (Government contractual documents). It may also be appropriate for proposers to obtain information directly from the using agency or the Directorate of Engineering and Housing (DEH) personnel. If this type of communication is allowed, the District should designate points of contact for the proposers and must ensure that information is controlled and released in an equitable, unbiased manner.

f. Amendments. Administer amendments as would be done for a conventional bid package. Issue amendments as soon as possible so that proposers have enough time to adjust their proposals. This timing is especially critical for amendments related to major project requirements (e.g., the scope or inclusion of additional requirements) and proposal time. If the proposers request time extensions, the FOA should resolve whether to extend proposal time and inform proposers of this decision as early as possible.

6 DEVELOPING THE RFTP FOR TWO-STEP SEALED BIDDING

6-1. General

The RFTP is the Government's procurement document for soliciting design, construction, and price proposals for a Two-Step Sealed Bidding. Upon the decision or directive to use Two-Step procedures, prepare the RFTP following essentially the same procedures used for a conventional construction bid package.

6-2. RFTP Contents

a. General. The RFTP describes the procurement procedures, standard contract forms and data, bid forms and schedules, project conditions and site data, performance-oriented technical specifications, and architectural design guidance. Although the RFTP is performance-oriented, it should not be "wide open" to any design, construction type, or materials without controls for adequacy and quality. Rather, it should allow a variety of construction solutions within specified criteria.

b. Format. Include written material in 8-1/2 by 11 in. bound format as usual. Draft or sketch graphic material in 8-1/2 by 11 in. format when practical. If scale permits, develop site and architectural drawings on half-sized sheets for easy handling. FAR Part 15 describes a format for source selection; however, this format does not resemble typical building construction bidding documents (i.e., bid package). Therefore, the format prescribed in this chapter combines all applicable elements of the format given in FAR Part 15 with the style more typical of a traditional construction document.

c. RFTP Contents. The basic RFTP shall contain the following elements. Adjustments may be made to suit individual project conditions. Include contents pages for the overall RFTP and for each section within the body.

- (1) Letter of introduction (if standard practice in the FOA).
- (2) Instructions, conditions and notices to offerors.
- (3) Solicitation/Contract Form (SF 1442).
- (4) Supplies or services and prices.
- (5) Special contract requirements.
- (6) Contract clauses.
- (7) Representations, certifications and other statements of offerors.
- (8) List of documents, exhibits, and other attachments.
- (9) Description/specifications.
- (10) Drawings.

d. Contract and Procedural Requirements. Standard construction contract items should not differ greatly from those in a conventional bid package. These include General Clauses, Special Clauses, contract forms, and similar material. The FOA's P&S Branch, however, must review this material to ensure that it is appropriate for Two-Step Sealed Bidding. Items that apply specifically to Two-Step Sealed Bidding include the following.

(1) Letter of Introduction. If standard practice within the FOA, include a brief explanation of the project, objectives for the procurement, and the Two-Step process. This section is useful when the local construction community is not familiar with the term "Two-Step" or "turnkey" as practiced in military construction.

(2) Instructions, Conditions, and Notices to Offerors. Clauses commonly applied to Two-Step projects are listed in Appendix B. It is essential to maintain coordination among FOA project management, technical, and P&S responsibilities regarding the appropriate provisions for a specific project. Attention should be directed toward the following selected items as they relate to Two-Step projects.

(a) Definitions. Clarify the terms "bidder" and "bid" to mean "offeror" (or "proposer") and "proposal", respectively.

(b) Method of Procurement. Describe the Two-Step process in terms of request for technical proposal, proposal development and submittal, evaluation, bidding and award, final design, and construction.

(c) Basis of Award. Indicate that the construction contract award will be based on lowest-bid acceptable proposal.

(d) Anticipated Project Schedule. Indicate tentative dates or blocks of time anticipated for major steps of the procurement. Further instructions regarding postcontract submittals, review times, fast-track provisions, and similar items should be included under Special Clauses.

(e) Use of This RFTP. Provide a brief description of the content and organization of the RFTP and how a proposer is to use the document. Indicate that the RFTP presents minimum acceptable criteria. State that the RFTP is the binding contract document and will be enforced throughout the proposal, final design, and construction stages.

(f) Proposer's Options and Limitations. It is critical that the RFTP clearly describe a proposer's latitudes and constraints. Indicate those items to which a proposer must strictly adhere as specified and those for which he/she may exercise options or flexibility in developing the proposal.

(g) Inquiries and Clarifications of RFTP Provisions. Include both administrative and technical points of contact.

(h) Proposal Contents. List all proposal submittal items--verification of proposer responsibility, design, and technical. It is recommended that the RFTP include a single checklist of items to be submitted. Require proposers to submit material in the sequence and format displayed in the checklist. It is essential that direct correspondence be maintained among specification criteria, evaluation criteria, and design and technical proposal submittals. It is also necessary to develop submittal requirements that will be within the ability of the construction community to respond and the FOA to evaluate. Proposal submittal requirements must not be so extensive as to discourage participation in the procurement. Identify only

factors for which evaluation at the proposal stage is necessary and develop submittal requirements around those factors.

(i) Cost Limitations. State the maximum available contract award amount. Indicate that Step 2 bids in excess of that amount may not be considered for award. Note that the proposer is under no obligation to approach the maximum cost in his/her proposal and that contract award will be made on a competitive bid basis.

(j) Certification of Professionals. Require evidence that design and engineering personnel involved in the proposal and final design development are properly qualified and certified or registered properly.

(k) Certification of Conformance to Provisions of the RFTP. Require a statement signed by an authorized representative of the proposer indicating that the proposal and subsequent final design will conform to all provisions of the RFTP.

(l) Evaluation Procedures. Explain the technical evaluation and define the role of clarifications and discussions. State that only proposals evaluated to be technically acceptable will be eligible to bid in Step 2.

(m) Clarifications and Discussions. Define "clarification" as a request for further information or resolution of ambiguity. Define "discussion" as identification of a proposal deficiency and/or request for upgrade or modification of the proposal. Describe the Government's option for requesting clarifications and conducting discussions during proposal evaluation.

(n) Contract Award Contingent on Receipt of Funds. If the RFTP is advertised prior to receipt of construction funds, include a clause indicating that contract award is contingent on receipt of funding and give the approximate time that construction funding is anticipated. Indicate if Step 2 bidding will also begin prior to receipt of construction funds. If so, indicate a maximum time during which bids must be valid. Note that bidders will have the opportunity to resubmit bids if a contract cannot be awarded within the designated time.

(o) Formal Contract. The formal contract between the Army and the successful proposer includes not only the standard contract clauses and schedules current at the time the RFTP is issued or modified by amendment, but also (1) the RFTP in its entirety, including all drawings, and (2) the contractor's proposal in its entirety, including all drawings, cuts and illustrations, and any modifications during proposal evaluation or selection. It must be remembered that the material contained in the formal contract constitutes and defines the entire agreement between the contractor and the Government. No documentation can be omitted which in any way bears upon the terms of that agreement. Where discrepancies could arise between the RFTP and the contractor's proposal, it must be made clear that the RFTP will be the prevailing document unless otherwise agreed to in writing by the Contracting Officer.

(3) Solicitation/Contract Form. The contents of this section consist of SF 1442 (Solicitation, Offer, and Award) only. The following items should be contained in the SF 1442 Item entitled "The Government Requires Performance of the Work Described in These Documents."

(a) The FOA may elect to evaluate technical proposals without the proposers' identity being divulged to evaluators. In this case, include an identification number for each RFTP issued. This number will be used to identify each proposal's design and technical submittals without divulging proposer's name.

- (b) Briefly describe the project.
- (c) Indicate that the procurement is the design/build type.
- (d) State that the contract award will be based on low bid.

(4) Supplies or Services and Prices. This is a Schedule of Proposal Items and should be attached to SF 1442. It should include the following items: title of the project, item number, description, quantity, unit, unit price, amount, total, and the total price of all items combined.

(5) Special Contract Requirements. Describe the contractor's requirements for completing the final design and construction documentation under the clause "Submittal of Construction Drawings, Specifications, and Design Analyses." Identify the required submittal material and durations or deadlines. Describe the review and approval process and indicate both minimum and maximum turnaround times. Also describe resubmittal procedures and times. Indicate whether the contractor will have the opportunity to fast-track design and construction, if so, specify the phases during which the contractor is to submit his/her documentation. Indicate both maximum and minimum review and approval times for each submittal phase. These items should not differ much from a conventional bid package.

(6) Contract Clauses. This section should contain items similar to those in a conventional bid package.

(7) Representations, Certifications, and Other Statements of Offerors. This section also should contain items similar to those in a conventional bid package.

(8) List of Documents, Exhibits, and Other Attachments. This section should contain items such as Rates of Wages, Formats, Forms, Soils Data, Schedule of Drawings, and other such material.

(9) Description/Specifications. Include site data, site and architectural design criteria, and technical specifications. The contents and composition are determined largely by the latitude offered to the proposer and the control retained by the FOA. There should also be a table of contents for the technical specifications listing the division section number, section title, and page number.

(a) Include existing site plans and other site data as usual. If site design is to be the proposer's responsibility, indicate design criteria in writing and, if appropriate, graphic form. List all requirements for features such as grading, paving, access and walks, building service, fixtures, hydrants, and landscaping. If the FOA includes a definitive site plan and working drawings, indicate a building "footprint" within which the proposer is to locate the building. State the proposer's latitude in departing from the indicated plans or his/her obligation to adhere to them precisely as shown.

(b) Include a written and/or tabular description of the facility's architectural design criteria. Describe factors such as the building's response to the site and local environment, esthetics, energy considerations, maintenance needs, and any other special considerations such as security, acoustics and architectural theme. Master planning considerations that will impact the site and building design must be described in the RFTP. Future development must be considered for its effect on site circulation, building

placement and orientation, building appearance, and other factors. List all required spaces for the building and indicate minimum net areas for each. Do not indicate a maximum allowable gross area; however, state that increased net areas will not necessarily receive credit or points unless they are truly advantageous to the facility's function. Describe requirements for space configuration, access, circulation, and any minimum dimensions for a space. Include critical or minimum dimensions for stairs, hallways, landings, ramps, and means of egress. Reference safety standards as appropriate. Describe all equipment, fixtures, and furnishings to be accommodated in the design, and their attachment or interface conditions. Tables or schedules may be appropriate to describe these items.

(c) It is emphasized that the RFTP must convey the intent and objectives of the facility's design to the reader, in addition to tabulating spaces, areas, and equipment. Unlike a conventional design, the using agency (and USACE construction agent) will not have direct access to the facility designer during proposal development. In private design practice, the design/build contractor has a close relationship with the client for program development, but this is not possible in military construction. Therefore, the RFTP must be self-sufficient and complete in its description of facility design requirements and user expectations. In addition to the tabular and quantitative descriptions, it is important that the RFTP is clear about the qualitative, less tangible aspects of the facility.

(d) Include architectural drawings to augment the written design criteria. In most cases, floor plans developed to a conceptual or schematic level of detail will be appropriate. Building sections and elevations may also be appropriate. Building sections and elevations may also be appropriate. Indicate only overall or nominal building dimensions. Avoid definitive dimensions, indications of construction type, material designations, and construction details unless they are critical to the facility function. Elevations can represent the overall architectural appearance desired, but not a definitive design solution. Indicate schedules for doors and windows, finishes, and equipment as appropriate for the individual project. State whether proposers are to adhere to the design as shown or if they are at liberty to modify the given plans or generate their own designs. If the facility's configuration is entirely the proposer's decision, sketches or diagrams will suffice as long as the written material expresses all design requirements adequately. However, including plans, can reduce proposal effort and risk by providing an example design considered satisfactory to the FOA and using agency. The FOA's design team may also find it easier to describe architectural requirements graphically rather than verbally. Indicate the proposer's latitude in departing from the indicated arrangements.

(e) The content and composition of the technical specifications must be determined on a project-specific basis and will be dictated largely by the degree of latitude offered the proposer. Develop performance-oriented construction specifications to the extent practical using the appropriate combination of performance and prescriptive specifications. Reference industry design standards and specifications, and local or model building codes appropriate to the specific project. Include standards that would cover the construction types and materials likely to be proposed. Although CEGS need not be used, they can be edited, adapted, or otherwise incorporated if other standards are inappropriate or do not exist. Appendix C of this report provides guidance in developing performance-oriented construction specifications.

(10) Drawings. If scale permits, develop site and architectural drawings on half-sized sheets for easy handling. The drawings can be bound separately.

6-3. RFTP Development

a. General. Develop the RFTP following essentially the same procedures used for a conventional design/bid package.

b. Concept Design. Develop a concept stage RFTP much the same as you would a conventional concept design. Rather than give a definitive design to the using agency and FOA to review, however, the concept RFTP will delineate the project's functional requirements and provide an example design typical of the proposals likely to be received.

(1) Develop written criteria for the site and architectural design, as appropriate. Prepare a concept architectural design reflecting the written criteria. Avoid definitive details, dimensions, and material designations. Indicate variations upon the design that will be allowed by the RFTP and are likely to be proposed. List all features or configurations to which proposers must adhere as shown.

(2) Develop an outline technical specification. Describe the use of performance criteria and the basis upon which these criteria were developed. Also state how the proposer is to use industry standards, model building codes, and definitive USACE criteria such as CEGS.

(3) Develop an outline of contract procedural requirements related to the Two-Step approach. Address requirements and instructions specific to the project administration such as proposal submittals, cost limitations, award basis, completion of construction documents, and review/approval of construction documents. Indicate whether it would be an advantage to fast-track final design and construction.

(4) Develop a concept-stage cost estimate. Since there will be no definitive design on which to base material quantities and unit estimates, project the cost on a systems basis using the construction types most likely to be proposed. The CACES Concept Estimate Generator can be used for this estimate.

(5) Describe the project's administrative features. Include a schedule of critical project events such as RFTP advertisement, proposal submittal, evaluation, bidding and award, completion of construction documents, construction activities, beneficial occupancy, and closeout. Call attention to activities not typical of a conventional project such as proposal evaluation and the review/approval of contractor-generated construction documents.

(6) Provide an assessment of participation to be expected in the procurement. Include summaries of contacts with the local construction community and indicate its level of interest in the project. Indicate the types of proposers likely to participate in the procurement--especially those who may not be on the FOA's standard bidders' list. Describe the methods by which potential proposers will be notified of the procurement.

c. Concept Design Progress Reporting. Due to the nature of a performance-oriented procurement, relatively little definitive design is completed prior to authorizing construction. For documenting design completion on the MCA status report, "35 percent complete design" shall mean the completion of preliminary site and utility design, floor layouts, preliminary cost estimate, and outline specifications.

d. RFTP Completion. Assemble review comments and incorporate them into the RFTP much as would be done in conventional design. Review commentary should be kept in the context of a performance-oriented procurement. Avoid definitive indications of materials or configurations unless they are critical

to the facility function. Conduct presinal and final reviews and backchecks as customary with the FOA. Report "100 percent design completion" as the completion of the RFTP.

6-4. RFTP Administration

- a. General. Administer the RFTP from completion to receipt of proposals using procedures similar to those of a conventional bid package.
- b. Proposer Notification. Develop a list of potential proposers for the project. In addition to general contractors on the FOA standard bidders' list, potential proposers include firms that are not typically involved in Army construction projects. Survey the regional construction market for design/build firms, "Turnkey" contractors, construction management firms, franchised building systems contractors, joint ventures between AEs and general contractors, and AEs frequently involved in design/construct type work. The survey should be initiated at the outset of the project and can be conducted throughout RFTP development. This task can be assigned to the AE, if used. Potential proposers will require time to coordinate design and construction services or develop joint ventures. It is strongly recommended that the FOA issue an advance notice to potential proposers at least 6 weeks before the anticipated date of the RFTP's advertisement in CBD. Include a brief description of the project and Two-Step procurement; projected timetable for advertisement, proposal, bidding and award; and FOA points of contact. This notice can be mailed directly to potential proposers and published in construction trade publications.
- c. Advertisement. Place an advertisement in CBD as would be done for a conventional construction bid package. Indicate that the project is the "Turnkey" type and that proposers will be required to provide both design and construction services. Indicate that contract award will be based on the lowest-bid acceptable proposal. Include a date and place for a preproposal meeting. List both administrative and technical points of contact.
- d. Preproposal Meeting. Conduct a preproposal meeting within the first one-third to one-half of the proposal period. Allow enough time for proposers to receive and review the RFTP, but schedule the meeting early enough to be useful when respondents are developing proposals. The purpose of the meeting is to explain the Two-Step process and discuss any procedural or technical questions. Request that attendees submit questions in advance if possible so that FOA personnel can prepare responses for the meeting. Send proceedings of this meeting to RFTP holders for information. Government representatives may include USACE technical personnel, the using agency, installation engineers, MACOM, and Headquarters personnel, as appropriate for the specific project.
- e. Inquiries During Proposal. Administer RFTP inquiries in the same way as for a conventional bid package.
- f. Amendments. Administer amendments as you would for a conventional bid package. Issue amendments as soon as possible after they are completed so that proposers have enough time to adjust their proposals. This timing is especially critical for amendments related to major project requirements (e.g., scope, inclusion of additional requirements) and proposal time. If proposers request time extensions, the FOA should decide whether to grant it and inform proposers of this decision as early as possible.

7 PROPOSAL EVALUATION AND AWARD FOR A ONE-STEP APPROACH

7-1. General

a. Objectives. The evaluation process is critical to successful One-Step procurement. It is the process by which the proposal most advantageous to the Government is identified and recommended for contract award. The evaluation process (1) ensures that proposals conform to specified RFP requirements, (2) rates proposals' technical performance and price, and (3) forms the basis for recommending contract award. The evaluation must be organized systematically for timely execution and must be detailed enough to judge technical performance and qualities. The evaluation must be executed objectively and consistently to ensure fairness to all proposers and to be justifiable with regard to procurement regulations.

b. Description. A general description of the evaluation process is as follows.

- (1) Proposers submit proposal documentation to the FOA.
- (2) A general conformity check is conducted to verify that proposers satisfy all requirements for participating in the procurement and for executing the construction contract if awarded.
- (3) A technical conformance evaluation is conducted for each proposal to verify that the proposal meets all minimum requirements of the RFP.
- (4) A quality value evaluation is conducted for each proposal to assess qualities exceeding the minimum requirements of the RFP. A quality value score or rating is assigned accordingly.
- (5) A total score or value is determined for each proposal by factoring the proposal price into the quality value score. Proposals are ranked by score or value.
- (6) Negotiations can be conducted with all proposers within the competitive range; "best and final" offers are requested from proposers.
- (7) A winning proposer is selected based on the best value to the Government in terms of both quality and cost.
- (8) A recommendation is made for awarding the construction contract.

7-2. Technical Conformance Evaluation Factors

a. General A technical conformance evaluation is conducted for each proposal according to the minimum requirements and criteria of the RFP. These requirements and criteria are not independent factors, but are interrelated and must be evaluated on this basis.

b. Evaluating Selected RFP Requirements and Criteria. It is not feasible to verify conformance with all RFP requirements and criteria at the proposal stage. Conformance with RFP requirements occurs throughout the project--during the evaluation of proposals, review of the contractor's final design, and review of shop drawings and submittals during construction. Proposals must be evaluated against selected RFP requirements and criteria in the technical conformance evaluation. Identifying the appropriate

requirements and criteria depends largely on the specific conditions of the project and the RFP. Essentially, the selected requirements and criteria must reflect the most important features of the project. These are features of the proposals for which conformance must be verified prior to contract award. Selecting the appropriate RFP requirements and criteria for evaluation during the proposal stage follows the same rationale discussed below.

7-3. Quality Value Evaluation Factors

a. General. A quality value evaluation is conducted for each proposal according to predetermined factors. Evaluation factors are defined according to the conditions and priorities of each specific project. Evaluation factors reflect the project requirements and criteria displayed in the RFP and enable evaluators to examine proposals and rate their performance or qualities. They are not independent factors.

b. Evaluation Factors and Subfactors. The major areas of evaluation for a One-Step procurement are (1) proposer responsibility, (2) proposal responsiveness, and (3) proposal price. Proposer responsibility includes conformance with the requirements for participating in the procurement and for executing the work if awarded the contract. Proposal responsiveness includes conformance to the architectural design and building engineering requirements of the project, as well as the qualifications and capabilities of the proposer. Proposal price includes the contract cost of construction and possibly life-cycle cost considerations. All factors can be further articulated in the context of a facility acquisition by factors and subfactors. FAR Part 15 requires that the major evaluation factors be displayed in the RFP and also allows evaluation subfactors to be listed (reference sections 15.406-5(c) and 15.605(e)).

c. Identifying Appropriate Factors and Subfactors. It is neither feasible nor necessary to evaluate proposals according to all RFP requirements and criteria. Selecting the appropriate proposal evaluation factors and subfactors depends on the specific conditions of the project and the RFP. Essentially, proposal evaluation factors and subfactors must reflect the most important features of the project—those which the Government should review and judge prior to contract award. Tables 7-1 and 7-2 list evaluation factors and subfactors typical of a One-Step evaluation. General guidance is as follows.

(1) Evaluation factors and criteria must address items that are sensitive or critical to the specific project. These are features that would distinguish a successful project from an unsuccessful one—those which the Government should judge prior to awarding the contract.

(2) Proposal evaluation is based on documentation of roughly a concept level of detail or less. Therefore, evaluation factors and subfactors must address the more general, fundamental aspects of the project rather than definitive details.

(3) Evaluation factors and subfactors must address those features of the project left open to proposers' individual design solutions. These are features for which the RFP has not prescribed a configuration, material, or details, and for which there is a variety of potential solutions and levels of quality or performance.

Table 7-1
Example Evaluation Factors and Subfactors*

1. Site design (if proposer's responsibility)
 - a. Building location; orientation
 - 1) Visual prominence on the site
 - 2) Site utilization
 - 3) Orientation to environmental conditions
 - 4) Relationship to future master-planned projects or facilities.
 - b. Vehicular circulation
 - 1) Access to site
 - 2) Circulation within site
 - 3) Safety
 - c. Pedestrian circulation
 - 1) Site circulation
 - 2) Safety
 - 3) Handicapped provisions
 - d. Parking
 - 1) Number of spaces
 - 2) Handicapped provisions
 - 3) Proximity to building
 - 4) Esthetics
 - 5) Maintainability
 - e. Landscaping
 - 1) Overall landscape design
 - 2) Landscape materials
 - 3) Maintainability
2. Site engineering (if proposer's responsibility)
 - a. Grading and drainage
 - 1) Drainage layout
 - 2) Relationship to site activities
 - b. Sanitary sewer
 - 1) Layout
 - 2) Materials
 - c. Water supply
 - 1) Layout
 - 2) Materials

Table 7-1 (Cont'd)

- d. Electrical
 - 1) Layout
 - 2) Materials
- 3. Architectural design
 - a. Functional arrangement
 - 1) Overall plan arrangement; proximities, adjacencies
 - 2) Building circulation
 - 3) Integration with site activities
 - 4) Acoustic control
 - 5) Visual control
 - 6) Daylighting
 - b. Net floor area (exceeding minimum requirements)
 - c. Exterior appearance
 - 1) Compatibility within existing environment
 - 2) Building form, shape
 - 3) Elevation appearance
 - 4) Detailing
 - 5) Use of exterior materials
- 4. Interior design
 - a. Overall design scheme
 - b. Design for safety
 - c. Finish of building utilities
 - d. Colors
 - e. Signage and graphics
 - f. Finishes
 - 1) Flooring
 - 2) Wall surfaces
 - 3) Ceilings
 - 4) Fixtures and trim
- 5. Building engineering
 - a. Overall construction quality, detailing

Table 7-1 (Cont'd)

- b. Structural design
 - 1) Design criteria
 - 2) Layout
 - 3) Integration with other systems
 - 4) Materials
- c. Exterior materials and systems
 - 1) Roof system
 - 2) Wall construction
 - 3) Windows, doors, openings
- d. Mechanical systems--heating, ventilating, and air-conditioning (HVAC)
 - 1) Design criteria
 - 2) Layout
 - 3) Equipment and materials
- e. Mechanical systems--plumbing
 - 1) Design criteria
 - 2) Layout
 - 3) Equipment and materials
- f. Electrical systems
 - 1) Design criteria
 - 2) Layout
 - 3) Equipment and materials
- 6. Life-cycle cost
 - a. Energy use
 - 1) HVAC
 - 2) Lighting
 - b. Repair and maintenance
 - c. Replacement
- 7. Others as appropriate for the specific project

* These factors and subfactors are typical of those that should be considered for the quality value evaluation of the technical areas in proposals using One Step Facility Acquisition Procedures. They are not intended to be definitive or all-inclusive. For a specific project, this list must be edited or expanded to reflect the appropriate conditions.

Table 7-2

**Example Proposer Qualification Evaluation
Factors and Subfactors***

Proposer Qualification Evaluation Criteria

1. Personnel
 - a. Identification
 - b. Experience
 - c. Reassignment
2. Project Examples
 - a. Projects
 - b. Reference Contact
 - c. Content for Project Examples
 - d. Joint Ventures
3. Familiarity With Government Contracts
 - a. Past Contracts
 - b. Joint Ventures
4. Commitment
 - a. Statement
 - b. Joint Ventures
5. Liquidated Damages
 - a. Explanation
 - b. Joint Venture
6. Termination
 - a. Explanation
 - b. Joint Ventures
7. Forms
 - a. Required Forms
 - b. Additional Forms

Management Plan Evaluation Criteria

1. Quality Control Plan
 - a. Identification
 - b. Description
 - c. Schedules
 - d. Findings
 - e. Disputes
 - f. Test Data
 - g. Material Storage

Table 7-2 (Cont'd)

- 2. Design and Construction Schedule
 - a. Phases
 - b. Rationale
 - c. Graphics
- 3. Mobilization Plan
 - a. Immediate Mobilization
 - 1) Onsite Contractor Facilities
 - 2) Personnel
 - 3) Equipment
 - b. Site Organization
 - 1) Construction Plan
 - 2) Temporary Construction
 - 3) Utilities
- 4. Demobilization Plan
 - a. Scheduling
 - b. Coordination
- 5. Logistics Plan
 - a. Scheduling Methods
 - b. Material Procurement
 - c. Management of Subcontractors
 - d. Manpower Utilization
 - e. Productivity Monitoring
- 6. Funds Control Plan
 - a. Subcontractors and Suppliers
 - b. Financial Condition
- 7. Contract Closeout Plan
 - a. General
 - 1) Procedure
 - b. Provisions
 - 1) Record Documents
 - 2) Punch List and Final Inspection
 - 3) Substantial Completion and Final Payment
 - 4) Warranties
 - 5) Cleanup
 - 6) Operation, Maintenance, Training
 - 7) Contact Person

* These factors and subfactors are typical of those that should be considered for the quality value evaluation of proposer's responsibilities in proposals using One-Step Facility Acquisition Procedures. They are not intended to be definitive or all-inclusive. For a specific project, this list must be edited or expanded to reflect the appropriate conditions.

(4) Evaluation factors and subfactors must address features of proposals that can be reasonably judged for quality and for which values can be assigned. These would be items for which varying levels of quality could be evident among proposals and for which enhanced qualities will be advantageous to the Government and should be rewarded.

(5) Evaluation factors and subfactors must be consistent with the size and complexity of the project. Evaluation subfactors must not be so extensive or complex to unnecessarily complicate the evaluation with no appreciable benefit for the project. Conversely, these subfactors must be detailed enough so that important features of the project can be evaluated when the potential benefits justify both the proposal and evaluation efforts.

(6) Evaluation factors and subfactors should not address items that are specified prescriptively in the RFP. These are items for which there is only one, or a limited number of, conforming solutions; conformance on such items is a matter of enforcing a prescriptive specification rather than evaluating alternative solutions.

(7) Evaluation factors and subfactors should not be included for items when exceeding the minimum specified performance will be of no advantage to the Government. Evaluation of these items should be for conformance to minimum criteria only.

(8) Proposal evaluation factors and subfactors should not address items of such detail that conformance can be judged only by examination of the final design or analyses; they also should exclude items that would normally be examined through shop drawings or construction submittals.

(9) It is recommended that proposer qualification criteria be included as evaluation criteria for all projects. Management plan criteria can also be included, as applicable, to any specific project.

7-4. Developing Specific Evaluation Criteria

a. General. Evaluation criteria are specific statements that further define evaluation factors and subfactors. Specific evaluation criteria allow evaluators to examine proposals and determine conformance to RFP requirements or to judge qualities surpassing the RFP's minimum requirements. Evaluation criteria must be developed to evaluate proposer responsibility, responsiveness, and price.

b. Proposer Responsibility.

(1) Verifying proposer responsibility is usually a matter of examining two basic items:

(a) Has the proposer fulfilled the requirements for participating in the procurement? These requirements include submittal of all required proposal documentation, completing the proposal price form, proper identification of proposal material, and other responsibilities outlined in the RFP.

(b) Will the proposer execute the contract responsibly, if awarded? Items to check include bid bonds, representations, and certifications, and other material the proposer submits.

(2) These are simple "yes/no" determinations, therefore, there are no criteria per se. A checklist of required submittals should be included in the RFP to help evaluators verify that all required items have been submitted.

c. Proposal Responsiveness. A proposal's responsiveness to the design and technical requirements of the RFP is the primary emphasis of proposal evaluation. Evaluation statements should be developed for the evaluation factors and subfactors reflecting the qualifications and capabilities of the proposer, and appropriate design and technical features of the project.

(1) Evaluation statements should draw the evaluator's attention to the proposal feature under examination. Evaluation statements should indicate to the evaluator how he/she is to judge the specific feature, determine the level of quality represented in the proposal, and award values accordingly. Evaluation statements may call for numerical criteria based on values represented in the proposal. These statements also may be qualitative, with evaluation based on the relative quality of the item proposed as judged by evaluator.

(2) Although proposal evaluation criteria must correspond to the RFP requirements and criteria, this correspondence need not be on an explicit one-to-one basis. Any single evaluation criterion may reflect one or more RFP criteria as long as the same sequence and overall organization of the RFP is maintained. Conversely, more than one evaluation criterion may be necessary to address a single RFP criterion adequately.

(3) Appendix D presents example design, technical, and proposer qualification evaluation criteria typical for a One-Step facility acquisition.

(4) Evaluation criteria should be developed concurrently with the design and technical requirements of the RFP. Doing so will help ensure that--

- (a) All critical items for the project are addressed in the evaluation.
- (b) The RFP and proposal evaluation criteria are consistent,
- (c) It will be possible to evaluate proposals according to the designated evaluation criteria.

d. Proposal Price. The proposal price criterion is the proposed construction contract price. This criterion also may include life-cycle cost factors.

(1) The proposal price can be entered into the evaluation as follows. The total quality value score (determined by the quality value evaluation) for a proposal is compared with its proposed price to establish a combined price-and-quality value. Contract award is based on the best price-and-quality value. This is the method currently used for the Army "Turnkey" Family Housing program. The development of a value structure is described in paragraph 7-5 below.

(2) Life-cycle cost factors also can also be incorporated as evaluation criteria. These factors can include energy use, repair and maintenance costs, and replacement costs in addition to initial construction cost. Life-cycle costs can be considered in a One-Step evaluation in three ways:

- (a) Indirectly, by specifying appropriate technical performance criteria.
- (b) Directly, by specifying life-cycle performance criteria, or--
- (c) Directly, by analysis of a proposal's life-cycle economies.

(3) When selecting a method of evaluating life-cycle economies, effort levels (in both proposal preparation and evaluation) and potential benefits must be considered. For small-scale projects in which life-cycle costs will be minimal or relatively insensitive, only the simplest method of evaluation is justified. In contrast, a project with large scope and potentially greater life-cycle cost impact could benefit from a more detailed life-cycle cost evaluation (i.e., when potential benefits would justify the effort).

(a) Technical Performance Criteria. The simplest way to consider life-cycle economies is by directly incorporating life-cycle factors into technical performance requirements and criteria. A proposal meeting the specified technical requirements would therefore also meet the life-cycle economies on which those requirements were based. No special life-cycle analysis or additional evaluation step is required by either the proposer or the Government. The life-cycle cost performance of the facility, however, will depend on the accurate representation of life-cycle cost characteristics in the design and technical performance criteria for items such as finish materials and mechanical equipment.

(b) Life-Cycle Performance Criteria. Considerations for life-cycle economy can also be expressed directly as performance criteria, but in non-economic terms. An example is to specify a maximum energy budget for the building. Conformance is evaluated in the same way as other performance criteria. This method is both simple and objective. Evaluation is straightforward since energy analysis is now a common exercise. Proposals reducing the maximum specified energy budget can be awarded additional quality values, providing proposers with an incentive to improve on the minimum specified life-cycle economies.

(c) Life-Cycle Cost Analysis. Life-cycle costs can be determined by direct analysis of a proposal. Total life-cycle cost, which includes initial construction cost, is the price component of the price-and-quality rating or the basis on which values are awarded. This method simplifies RFP requirements and criteria, yet is highly objective. The RFP can specify absolute minimum life-cycle performance to prevent life-cycle economies from being sacrificed for unreasonably low initial cost.

e. Conditions for Using Life-Cycle Cost.

(1) To be used effectively, the RFP criteria must be measurable and reasonable. The evaluation method must be identified and explained in the RFP in terms of how the proposal's life-cycle performance will be analyzed. This explanation is for both the proposer's benefit and the FOA's protection because it establishes the validity and credibility for the analysis at the outset of the procurement. The responsibility for executing the analysis must be defined. Will the proposer conduct the analysis at his/her own expense, is the FOA to conduct it, or will the analysis be deferred and verified during the final design at the contractor's expense? If the FOA conducts this analysis, all necessary information must be identified and provided with the proposals. Data provided with proposals must be verifiable for accuracy. The FOA can request that proposers tabulate data or present information in a format that applies directly to the analytical method. The analysis must be conducted using a valid, widely accepted method to avoid any challenges to its credibility.

(2) If life-cycle costs are to be used directly in the price-and-quality value structure, the analysis method must be valid and acceptable within the building industry. If data used in the analysis, such as maintenance costs or replacement cycles, is provided by the Government, they must be dependable and defensible and not subject to contradiction. If data is provided by the proposer, they must be verifiable by the Government as being accurate. Otherwise, the contract award may be challenged on the basis that the life-cycle cost analysis is not truly representative of a proposal's actual life-cycle performance. Including life-cycle costs directly into the evaluation also introduces an additional variable into a

proposer's design and price development. Proposers may find it more difficult to judge their competitiveness in the procurement, which may discourage participation. This method, therefore, should be used only where the potential life-cycle cost benefits will offset the potential efforts and risks involved with this method.

7-5. Developing the Value Rating Structure

a. General. Quality value is awarded for desirable design and technical properties and performance surpassing the minimum requirements specified in the RFP. The proposal price is factored into the value structure to determine an overall cost-and-quality value to the Government. The relative importance of the evaluation factors must be made known to proposers. This information is typically conveyed through "weights" assigned to evaluation factors. The distribution of weight factors among the evaluation criteria reflects the conditions and priorities of the individual project and must be developed on a project-specific basis. General guidance is as follows.

b. Determining Relative Weights of Major Evaluation Factors. Each major evaluation factor such as technical and design considerations, proposer capabilities, management plan factors, price, and life-cycle cost must be proportioned to represent its relative importance to the project. Typically, there will be no more than about six to eight major factors. These priorities should be translated into relative percentages for each major factor. For example, a value of 20 percent for Architectural Design and 10 percent for Site Engineering would indicate that Architectural Design is twice as important to that particular project as Site Engineering. If Mechanical Design were determined to fall between Architectural Design and Site Engineering in relative importance, a value of about 15 percent would be appropriate. Weights for the major factors should total 100 percent.

c Determining Relative Weights of Evaluation Subfactors and Criteria The distribution of weights for subfactors within each major evaluation factors follows the same rationale as described above. For example, Plan Arrangement, Exterior Appearance, and Exterior Materials may be subfactors within Architectural Design. Each subfactor should be proportioned according to its relative importance within Architectural Design; the total weight must equal 100 percent of Architectural Design. A subfactor's weight relative to the total project will be a percentage of a percentage. For example, if Exterior Materials were weighted at 20 percent of Architectural Design, the total weight for the project would be 20 percent of 20 percent, or 4 percent. Evaluation subfactors or criteria to which values are assigned should be limited to no more than about 40 or 50 items. Otherwise, the value for each item becomes so small that the relative impact of any item on the total project becomes inconsequential. A single evaluation criterion should be valued at no less about 2 percent for the total project.

d Evaluation Quality Values. The former practice for Army Family Housing and other MCA One-Step Competitive Negotiation ("Turnkey") projects was to assign point values to proposals per each evaluation factor or criterion. A price/quality ratio was calculated to arrive at a numerical representation of the "cost versus-quality" balance. In practice, however, a price/quality ratio was a numerical indicator and was not to be used as the *sole* basis for contract award; this provision was included in RFP Instructions to Offerors. The Contracting Officer had the latitude to concur or reconsider the numerical indicator if there was ample justification that the ratio contradicted good and unbiased engineering judgment. However, Acquisition Letter (AL) 85-43 indicates that mathematical manipulation to identify

successful proposers is no longer acceptable.⁴ Furthermore, HQUSACE suggests using "adjective-based" value assignments. An example would be a scale of "poor" to "outstanding." "Price" is no longer a numerator or denominator in a ratio. The contract award must be made on objective, rational, fair, and unbiased professional judgment, and not on an arbitrary numerical result.

c. Quality Value Rating. Each evaluation subfactor or criterion should be rated according to an adjective-based scale.

(1) A coarse scale of no more than five increments is recommended. A scale, in ascending order of value, may be:

- Minimally acceptable
- Fair
- Good
- Excellent
- Outstanding.

Any similar semantic differential would be suitable. Evaluators must be able to distinguish clearly between any two increments in order to make meaningful value assignments. Therefore, as coarse a scale as reasonable is recommended. Ratings of "poor" or "unacceptable" are not necessary. Proposals not meeting at least the minimum requirements of the RFP should not be considered in the evaluation without an upgrade or an assurance from the proposer that compliance will be achieved with all RFP requirements. The total rating for a proposal will be a composite judgment based on the value rating and weight of each evaluation factor or criterion.

(2) It may be difficult to arrive at an overall quality judgment based on 40 or 50 adjectives, each representing a differently weighted criterion. Therefore, to facilitate discussion, the evaluators can rate proposals with a "mock scoring" scheme similar to previous Army Family Housing "Turnkey" evaluations. It must be emphasized that a numerical scheme is to be used as a point of discussion to clarify relative qualities, and not as the actual evaluation exercise. Evaluators may find it convenient to assign point values to each adjective (e.g., minimally acceptable = 0, fair = 1 ... outstanding = 5). The weight of each factor, in percent, can be used as the weight factor. A total "score" for each proposal can be developed. Evaluators must examine "scoring" results, and confirm that the "score" is consistent with good professional judgment and not numerically artificial. The "score" can then be checked against the adjective-based value rating to ensure the adjective-based rating is correct and can be justified upon contract award.

f. Value Rating of Proposal Price. Because a numerical ratio using proposal price can no longer be used as the basis for contract award, proposal price is one of the major evaluation factors to be incorporated into an overall value rating. As with technical elements of a project, HQUSACE suggests using the adjective-based scale to rate "price." Since the proposal price is not divulged to the technical evaluators, its inclusion into the overall quality rating must be done by the selection board. Significant advantage to justify the additional price should be evident in the evaluation results if the successful proposer, based on the overall quality-and-price value rating, has other than the lowest priced proposal.

⁴Acquisition Letter (AL) 85-43, *Scoring by Consensus*, Section L (November 1987).

g. Including Life-Cycle Cost Considerations in the Value Rating. Major evaluation factors and subfactors can be developed for life-cycle cost considerations. Adjective-based ratings should be assigned to each factor for design or technical features, proposed energy budget, or life-cycle cost analysis, as was discussed in paragraph 7-4.

7-6. Proposal Submittal Requirements

a. General. It is critical that proposals contain all the material necessary to enable evaluators to (1) verify conformance with the minimum requirements of the RFP and (2) accurately and fairly judge the proposer's qualifications as well as the design and technical qualities of each proposal according to the predetermined evaluation factors and criteria. It is also essential that the proposal submittal requirements not be so extensive that the effort and expense of preparing them will discourage participation in the procurement.

b. Proposal Format. Proposer submittal material will consist of written descriptions, specifications, manufacturer's literature, catalog cuts, drawings and possibly samples, and other information, depending on the specific project.

(1) Include typewritten material and specifications bound in 8-1/2 by 11 in. format. Manufacturer's literature, catalog cuts and other printed material can be included in original form or as photocopies, if the quality is high enough to convey the properties of the designated item. If the proposer is calling attention to an item on a catalog page, that item should be identified clearly. Network analyses, schedules, and similar material can be formatted as foldout pages.

(2) In the interest of easy handling, and if scale permits, it is suggested that drawings be developed on half-size sheets. Also, if scale permits, drawings can be of normal scale (i.e., plan scale 1/8 in. = 1 ft-0 in.), avoid the necessity and expense of reduction. If scale does not permit, drawings should be submitted in full-size sheets as usual.

(3) Technical information and proposal qualification/management plans must be bound separately.

(4) The order and composition of the presentation must be consistent with the description of submittal requirements in the RFP.

c. Level of Effort. Proposal submittal requirements should be developed such that a proposer need invest no more than about one-quarter to one-half of 1 percent of the estimated contract amount in preparing them. Development of a proposal up to roughly 10 percent design completion should be enough to allow an evaluation. The RFP will describe the minimum submittal requirements for the proposal. Proposers, however, may feel compelled to embellish proposals or provide material in excess of what is required in the RFP to enhance their competitive position. This practice is somewhat undesirable because it may create the appearance that some proposals are less complete than others and may divert evaluators' attention toward the presentation rather than focusing on substantive values of the proposed design and construction. The District may therefore limit the submittal material or otherwise set an upper limit on proposal effort. This is done in the interest of keeping proposal preparation costs to a reasonable level, as well as maintaining consistency in proposal contents and presentation. These provisions could address the number and types of drawing sheets, pictorial presentations such as perspective drawings, models, and photographs, color or material samples, contents of descriptive material, catalog cuts, and manufacturer's literature; and similar amenities. However, it is emphasized that the specific project conditions must

d dictate the appropriate proposal submittal requirements; any material necessary to conduct a proper evaluation must be required in the proposal submittals.

d. Proposer Responsibility Submittals. Submittals required in Instructions, Conditions, and Notices to Offerors include items such as representations and certifications, bid guarantee, certifications of professionals, proposer composition. The proposer's identity will be included with these submittals.

e. Proposal Price Submittals. The Proposal Price Form or Schedule must be submitted with the proposal. The proposer's identity also should be included on this document.

f. Technical Submittals. Design and technical submittals will be the major components of the proposal. These submittals will be evaluated without disclosure of the proposer's identity and should be marked only with the proposer number provided in the RFP. Required submittals will normally include the following general items (Appendix E contains an example listing of submittal requirements):

(1) Site Drawing(s) indicating features such as building placement, walks and drives, parking, landscaping, drainage, and site utilities.

(2) Floor Plan(s) indicating room or area designations, doors and windows, fixed equipment, floor area calculations, and similar requirements.

(3) Building Elevations giving the building's appearance, exterior features, and exterior materials.

(4) Building Section(s) indicating interior volumes.

(5) Typical Detail(s), such as a wall section or other construction detail.

(6) Outline Specification—material descriptions.

(7) Structural Design – description, outline specification, and appropriate supporting data or preliminary calculations.

(8) Mechanical Design (HVAC and Plumbing) description, outline specification, and appropriate supporting data or preliminary calculations.

(9) Electrical Design –description, outline specification, and appropriate supporting data or preliminary calculations.

(10) Life-Cycle Data indicating HVAC energy budget, lighting energy consumption, maintenance schedules, etc., as appropriate for the specific project.

(11) Proposed Construction Completion Schedule, as appropriate for the specific project.

g. Proposer Qualifications and Management Plan. It is strongly recommended that the FOA evaluate each proposer's ability to conduct the work in addition to the design and technical merits of the proposals. Submittals should be required to identify proposer qualifications, this material is described below (para 1). Submittal requirements also can include a management plan if appropriate for the specific project. As a minimum, this material should include quality assurance/quality control and methods scheduling as described in paragraph (2) below. Specific conditions may suggest examination of additional factors, such

as plans for mobilization/demobilization, logistics management, funds control, or contract closeout plan, as described below.

(1) Proposer Qualifications. Proposer qualifications as well as technical proposals will be evaluated as part of this One-Step procurement process. Proposers must submit the following as part of their minimum proposal qualifications, other features may be included as project conditions dictate.

(a) Proposer Data the name, address, and telephone number of the proposer. If there is a joint venture or contractor/subcontractor association of firms, request the name of each company and a brief description of the nature of the association. Request the name, address, and telephone number of the person authorized to negotiate.

(b) Personnel the names, resumes, state of registration and levels of responsibility for the principal managers and technical personnel who will be directly responsible for the day to day design and construction activities. The submittal should include as a minimum the project manager, project architect, engineers responsible for civil, electrical, mechanical, and structural design, interior designer, quality control manager, and construction manager. The proposer should indicate whether each individual has had a significant part in any of the project examples cited (see (c) below). If personnel reassignment is considered possible, the proposer shall provide the names and resumes of the alternative professionals in each assignment.

(c) Project Examples a specified number of examples of design/build projects for which the proposer has been responsible. The examples should be as similar as possible to the proposed project in type and scope. References (with contact names and telephone numbers) should be provided for all examples cited. Each example should indicate the general character, scope, location, cost and completion date of the project. If proposer represents a joint venture between two or more companies for this RFP, each company must list project examples.

(d) Familiarity With Government Contracts — a list of all contracts with the Federal Government within the past 5 years. The contract number and the contracting agency must be stated. If the proposer involves two or more companies joined for this RFP, each company must list its Government contracts.

(e) Commitment — a statement from the proposer's principal-in-charge indicating the commitment of the proposer's personnel and resources to the project. If proposer consists of two or more companies, each company must provide a commitment statement.

(f) Liquidated Damages a list and explanation of any projects during a designated time period on which liquidated damages have been assessed. If the proposer represents two or more companies joined for this RFP, each company must list projects with liquidated damages.

(g) Termination a list and explanation of any projects within a designated time period on which the proposer has been terminated. Again, proposers representing a joint venture between two or more companies for this RFP must list projects that have been terminated for each company.

(h) Forms. In addition to the above materials, proposers may be required to provide completed forms A305, "Contractor's Qualification Statement," and B431, "Architect's Qualification Statement," both of which can be obtained from the American Institute of Architects. Proposers can submit additional information related to their qualifications if they wish, however, these materials should be concise.

(2) Management Plan. A management plan may be required to indicate how the proposer will control the job. This plan could include the following:

(a) Quality Control Plan. A Quality Control Plan can be part of the Management Plan. Proposers submit a program of monitoring and ensuring a high level of construction quality. The proposer's program should have the following characteristics:

- A clear identification of the personnel responsible for quality control and a clear policy establishing their authority.
- A specific description of the tasks and functions of the quality control personnel.
- A specific policy establishing schedules for the performance of quality control tasks.
- A policy for reporting quality control findings to the Commanding Officer.
- A mechanism of appeal through which the Contracting Officer can resolve disputes that have not received satisfactory responses from the first levels of quality control personnel.
- The names of testing laboratories to be used and the procedures for test data reporting.
- A plan for material storage and protection.

(b) Design and Construction Schedule. As part of the Management Plan, the proposer can be required to submit design and construction schedules for all phases of the project. The proposer must also submit a rationale explaining how the schedule will be achieved. The schedule for construction should be task-oriented, indicating dates by which milestones are to be achieved. The proposer may use a critical path or other method of his/her choice, however, schedules should be represented graphically so that the Contracting Officer can monitor progress easily.

(c) Mobilization Plan. The District can require a Mobilization Plan that describes the initial move and setup of personnel, equipment, security/site access, and temporary onsite contractor facilities. A detailed Mobilization Plan could be required once the contract is awarded.

(d) Demobilization Plan. The Demobilization Plan describes the removal of unnecessary equipment, material, and personnel from the site to improve safety and enhance working conditions. These steps would be taken during each phase of construction. Removal of the contractor's facilities and equipment should be organized such that it does not detract or hinder project closeout, or administrative activities.

(e) Logistics Plan. This plan requires the proposer to identify scheduling methods and the items included in the scheduling, material procurement, management of subcontractors, manpower use, and productivity monitoring. Of particular concern are ordering and installing long-lead items, and transportation and placement of large prefabricated structures.

(f) Funds Control Plan. The Funds Control Plan verifies that the proposer intends to pay the suppliers and subcontractors promptly when they submit the proper invoices and are current with their work. The proposer should also carefully determine the financial condition of each subcontractor prior to issuing the subcontract.

(g) Contract Closeout Plan. This plan requires the proposer to list procedures for contract closeout. This plan may include provisions for cleanup, contract record documents, punch list and final inspection, discontinuance of telephone and utilities, substantial completion and final payment. Of particular interest is how the contractor intends to handle warranties on materials and equipment, operation and maintenance data, maintenance personnel training plans, and an affidavit in regards to liens.*

h. Consistency. In a One-Step procurement, it is critical to maintain consistency among the RFP requirements, the proposal evaluation factors, and the proposal submittal documentation. The RFP contains all requirements and criteria for a project, and proposals can be evaluated only on the basis of the RFP requirements. Therefore, proposal evaluation factors must reflect the RFP. Furthermore, proposals can be judged only on the basis of the documentation submitted. To allow an evaluation, the proposal submittals must contain the documentation necessary to judge conformance and quality in terms of the evaluation factors. Therefore, proposal submittal requirements must correspond with the evaluation factors which, in turn, correspond with the RFP requirements and criteria.

7-7. Evaluation Documents

a. General. Evaluation documents should be prepared before the proposals are evaluated. In addition to providing a record of the evaluation, well organized evaluation documents can expedite the evaluation process by providing all necessary information to the evaluators and promoting a systematic, consistent examination of proposals. The FOA should prepare an evaluation manual for use by USACE (and contracted AE, if appropriate). This manual should consist of instructions and information for evaluators, forms for evaluating technical conformance, and forms for quality value rating.

b. Instructions and Information. Instructions and information can include the following material:

- (1) A brief description of the evaluation process.
- (2) An explanation that the proposal material, evaluation proceedings, and evaluation results are confidential and will not be disclosed outside the evaluation team until after a recommendation has been made for award.
- (3) A description of the major evaluation factors/subfactors and the emphasis placed on each for this project.
- (4) An explanation of the quality value rating scoring scheme and instructions for rating proposals.
- (5) Instructions for obtaining additional information from proposers.

*That is, liens held against something owned/purchased by the contractor, but to be turned over to the Government as part of the project.

(6) Instructions for using the forms and keeping the documentation.

(7) Logistical information such as time and place of the evaluation.

c. Technical Conformance Evaluation Forms.

(1) A checklist should be developed indicating conformance or nonconformance to each identified RFP requirement. This checklist should include the following information for each item:

- (a) RFP/specification reference--paragraph number and title.
- (b) An indication of "conforms" or "does not conform."
- (c) An explanation of nonconforming items (i.e., why they do not conform).
- (d) An indication of whether additional information is required to verify conformance.
- (e) Comments.

(2) A final item on the checklist should indicate if the proposal should be allowed to continue to the quality value evaluation, if it should not be allowed to continue; or if further information should be requested from the proposer before allowing the proposal to continue.

d. Quality Value Rating Forms.

(1) Quality value rating forms must indicate the values for each of the evaluation criteria as described above. The form should include the following information for each item:

- (a) Evaluation criterion reference--item number and title.
- (b) The proposal's value rating for the criterion.
- (c) An indication of whether additional information is required to conduct the evaluation.
- (d) Comments.

(2) The above information could be included as summary sheets following the descriptions of all evaluation criteria. As an alternative, items b through d above could accompany each evaluation criterion statement. A final item on the quality value rating forms should be the total score summary for the proposal.

e. Technical Evaluator Checklist. In addition to the evaluation forms provided, each technical evaluator can develop his/her own checklist to help expedite evaluation in that technical area.

f. Evaluation Summary. A summary sheet should be prepared at the end of the evaluation. This summary should indicate, for each proposal, conformance or nonconformance to the RFP minimum requirements, requests for further information, additional information submitted, and quality value rating.

g. Inclusion in the RFP. FAR Part 15 requires that the solicitation describes, as a minimum, the major evaluation factors and their relative importance. There is, however, no prohibition on including further detail on evaluation factors of relative importance. It is strongly recommended that, in addition to the major factors, subfactors and their relative importance to the major factor also be described in the RFP. This information can be included as ordinal rankings, percentages, or other means to convey the relative importance of the factors and subfactors. It is to the advantage of both the Government and the proposer for the proposer to be aware of the factors important to the Government and to understand their relative importance to the project. With this information, the Government can better explain what is important. Also, a proposer can emphasize the aspects of a project he/she knows are important and desirable to the Government. Furthermore, disclosure of the evaluation scheme with the solicitation avoids an impression of randomness or impropriety in the evaluation and therefore reduces the chance of a challenge to the construction contract award.

7-8. Evaluation Personnel

a. General. Personnel from the USACE FOA, installation (DEH and Command), and using agency should be involved in the proposal evaluation phase of the project. HQUSACE, the USACE Division (if not the FOA), the MACOM, and other Army agency personnel may be involved in the proposal evaluation as appropriate for a specific project. If proposer qualifications or management plans are to be evaluated, the Resident Office or Area Office should also participate. Evaluation personnel should be identified, and their participation confirmed, well in advance of receiving proposals at the FOA--preferably before the RFP is completed. FOA P&S and Contracting Office personnel will also be involved in the evaluation process; these offices should be notified accordingly.

b. Evaluation Team Composition. The evaluation team(s) should represent each of the Army agencies or offices participating in the evaluation according to the disciplines involved in the project.

(1) The technical evaluation team should be composed of architects and engineers representing each design and technical discipline appropriate for the specific project. It is suggested that these personnel be required to meet a minimum experience qualification level as determined by the District. The technical evaluation team should consist of representatives from the MACOM, Division, District, DEH, and using agency. If the RFP was prepared by an AE under contract with the FOA, personnel from that office may also participate in the proposer qualifications evaluation.

(2) If the District is evaluating the proposer qualifications and management plan, a proposer qualification team should be composed of members different from those on the technical evaluation team. The reasons are twofold. First, proposer qualification material will contain the identity of the proposers, which must not be divulged to the technical evaluators. Second, design personnel are generally less familiar with construction contractors and construction management issues, as are construction personnel with design. The technical and proposer qualification evaluation teams must not discuss proposals among themselves. The proposer qualifications team should consist of representatives from the MACOM, Division, District, resident or area office, and DEH, and Using Agency. If the RFP was prepared by an AE under contract with the FOA, personnel from that office may also participate in the proposer qualifications evaluation.

c. Proposal Receipt. Upon receipt of proposals at the FOA, personnel from P&S offices such as the Contracts Branch (or the Contract Administrator) perform the general conformity check and then separate and transmit the technical material to the evaluation team.

d. Technical Conformance Evaluation. The technical conformance evaluation is conducted by the FOA technical evaluation team. Personnel must be familiar with the development of RFP requirements in their respective technical disciplines.

e. Quality Value Rating. Both technical and qualifications/management value rating evaluation teams should participate in the quality value rating. The coordination among teams is described below. FOA personnel may or may not be the same individuals who participated in the technical conformance evaluation, as explained below. In either case, FOA personnel must be familiar with the development of RFP requirements in their respective technical disciplines.

f. Recommendation for Contract Award. A Selection Board is often formed to review the evaluation results and forward recommendations to the Contracting Officer. The FOA must determine its own preference. Selection Boards typically consist of the Chiefs of Engineering and/or Construction Divisions, the contract specialist, and a representative from the Office of Counsel.

7-9. Evaluation Procedures

a. General.

(1) The evaluation process may involve several levels of review. Separate teams and individuals may participate in each of the following activities:

- (a) The general conformity check.
- (b) The technical conformance evaluation.
- (c) The quality value rating.
- (d) Quality value rating review and tabulation of final scores.
- (e) Recommendation for contract award.

(2) Although there is no functional requirement to conduct these activities with different individuals, this multilayered approach reinforces the impression of a fair, objective, and impartial evaluation. Each FOA should establish its own policy on conducting these tasks with the same or different individuals and teams.

b. Preevaluation Meeting. It is recommended that the FOA project manager convene a meeting prior to each step of the evaluation with the personnel to be involved with that step. This meeting should--

- (1) Summarize the purpose and objectives of the evaluation and each of its distinct steps.
- (2) Review the evaluation documents or manual.
- (3) Review the evaluation procedures and evaluation team's responsibilities.
- (4) Clarify the confidentiality of evaluation procedures and results.

(5) Discuss logistics of the evaluation.

c. Proposal Receipt and Distribution. Proposals are received at the FOA by P&S. P&S responsibilities include the following:

(1) Recording the receipt of each proposal.

(2) Performing a general conformity check on each proposal.

(3) Separating the material intended for technical evaluation and ensuring that all evidence of proposer identity is removed from this material.

(4) Transmitting the technical material to the Project Manager and other offices participating in the evaluation.

(5) Transmitting the proposer qualification and management material to the Project Manager and other offices participating in the evaluation.

d. General Conformity Check. The general conformity check ensures that (1) all submittal material required by the RFP is included in the proposal package and (2) all proposer responsibility requirements of the RFP are met. Upon receipt of the proposals by P&S or the Contracting Office (as preferred by the FOA), a preliminary check is done to determine if all proposal material is submitted in the required form. The technical proposal is also checked to make sure the proposer's identity does not appear. P&S can disqualify a proposal from further consideration for being grossly deficient in terms of submittals or proposer responsibility. However, it is usually in the Government's best interest to allow proposals to continue to the minimum conformance stage of the evaluation if at all possible. P&S should inform the Project Manager of deficiencies in proposals, which should be documented. The P&S contact will not divulge the proposal price to any of the other evaluators.

e. Technical Conformance Evaluation. Upon receipt of the proposals from P&S, the FOA Project Manager should forward them to the FOA technical evaluation team. No price proposal data or proposer identity (except an assigned number) should appear in the technical proposals. This check should be fairly cursory and is not intended to be a detailed technical evaluation. Each member of the team should examine all proposals in his/her technical discipline and complete the appropriate section(s) of the evaluation documents. Each proposal must be evaluated individually and not compared with the others. The team can work individually or as a group, whichever is more convenient. If the team works individually, a wrap-up meeting should be held afterward to review the results, resolve any discrepancies among evaluators, and ensure that no aspects of the proposals have been overlooked. The team should complete one evaluation checklist for each proposal and forward it with the proposal to the quality value rating team. Each checklist should indicate (1) items for which the proposal does/does not conform to the RFP minimum requirements and (2) items for which the proposal does not provide enough information to conduct an evaluation. The team can disqualify a proposal from further consideration for being grossly deficient in terms of nonconformance or insufficient submittals. However, it is usually in the Government's best interest to allow proposals with only minor deficiencies to continue to the quality value rating step of the evaluation to maintain greater competition. A recommendation should be made as to whether the proposal should be allowed to continue to the quality value rating or if further information should be requested from the proposer before allowing the proposal to continue. The team should indicate if the FOA should request further information from the proposer.

f. Request for Additional Information. The Government has the option of conducting discussions and clarifications during proposal evaluation. To maintain competition, the FOA can allow proposers to provide additional information, clarify ambiguities, or upgrade proposals to bring them into conformance with the RFP's minimum requirements. The evaluation team must prepare a statement for each such proposer describing the proposal's deficiencies or the additional information required. These descriptions, however, must not prescribe corrective measures; that is the proposer's responsibility. The FOA can require whatever information is necessary to clarify the ambiguity or verify compliance with the RFP's minimum requirements. Submittals can be simple written statements indicating the intended upgrade or can involve additional information such as drawings, specifications, and manufacturer's literature. These submittals become part of the proposal and will be binding as such. Every effort should be made to conclude the acquisition of additional information at this stage of the evaluation to avoid further requests and submittals. Reevaluation of proposals may be conducted as necessary.

g. Quality Value Rating. This rating step involves personnel representing the FOA, using agency, installation, and other appropriate Army agencies or offices. The FOA personnel involved in the minimum conformance evaluation may or may not be the same ones participating in the quality value rating, depending on the FOA's policy as described above. No price proposal data or proposer identification (except the assigned number) should appear in the technical proposals. However, the identity must be included in the proposed Management Plan. When scoring by consensus, AL 85-43 requires that scores be generated by consensus of all evaluators rather than by averaging or mathematical manipulation.

(1) The AL states that evaluators shall not vote on scores nor shall individual evaluator or unit scores be averaged or otherwise manipulated mathematically to produce a single raw score for any criterion or subcriterion. Scores must be the result of a consensus among the evaluators.

(2) Each evaluation team is one source of input into the quality value rating. Individual evaluators provide input into their team's response according to their own technical disciplines. For each proposal, one score representing the consensus of all evaluation teams is recorded for each evaluation criterion. The total value for each proposal is the sum of the values for all criteria. An advantage to this method is that the qualities and weak points of each proposal are discussed among all evaluators. Viewpoints are shared and judgments are open to discussion and modification. The consensus score (not straw votes or mock scoring) must be documented and included in the project file. A disadvantage to this method is that discussions may become lengthy and inconclusive and, therefore, time-consuming. This method can be used as a convenience to arrive at a consensus. The Project Manager must moderate these discussions to ensure equal representation of all teams and constructive use of time.

h. Review of Quality Value Scores. It is recommended that evaluation teams review the quality value scoring for each proposal before submitting these values as final. Once all proposals have been evaluated, judgments and values should be reviewed for consistency and appropriateness within and among proposals. Values can be modified as appropriate before submitting them as final. It must be emphasized that each proposal must be judged on its own merits independently of other proposals. Evaluators must avoid making comparisons among proposals that might influence their review and modification of quality value scores.

i. Proposal Price. The proposal price is combined with the quality value rating score for each proposal as described above. This procedure can be done by P&S, the Project Manager, or the Contract Office, per the FOA's policy. The total ratings should not be divulged to the quality value scoring teams until a final recommendation for award is made. The contract administrator should assemble the value ratings from each of the teams (technical and management), and present them to the Selection Board.

j. Negotiations. A contract can be awarded on the basis of initial proposal without further discussion if the most favorable rating and lowest price coincide. However, if this is not the case, negotiations must be held with all proposers in the competitive range. The Selection Board should determine a competitive range and whether negotiations are necessary. If negotiations are conducted, they must include all proposers within the competitive range. Proposers will submit best and final offers and revised proposals will be reevaluated. If the Government can benefit by allowing more proposers to strengthen their proposals, either by enhancing technical qualities or by proposing a more favorable price, the competitive range can be broader than if that is not the case.

(1) Determining the Competitive Range. The competitive range is determined by comparing all proposals' value ratings. The competitive range should include proposals that, with appropriate revisions, have a reasonable opportunity to be evaluated as the most favorable. Proposals with value ratings so low that there is no reasonable chance they can become competitive are excluded from this range. The distinction between "competitive" and "noncompetitive" proposals must be clear and equitable to avoid the inference of favoritism to one proposer and not another. Proposers not within the competitive range and not being asked for best and final offers should be so notified. This notice should include a discussion of deficiencies and low scoring areas that contributed to their inability to reach the competitive range.

(2) Conducting Negotiations. "Negotiations" in One-Step procedures involve discussions of a proposal's technical characteristics and its overall value score. Proposal prices are not negotiated in the common context of the term; there is no price bargaining. Each proposer should be notified of the areas in which his/her proposal scored both high and low in the quality value rating. Proposer's can also be told which areas of the proposal can be strengthened to make it more competitive among others in the range. Design and technical features as well as proposal price can be addressed. This information, however, must not divulge values, prices, or the design and technical contents of other proposals. Each proposal must be negotiated independently without comparison to others. Negotiations can be conducted by correspondence or by verbal discussion. All verbal discussions should be documented in writing.

(3) Best and Final Offers.

(a) Each proposer submits a best and final offer following the negotiations. Submittals should include appropriate documentation of design and technical modifications to the proposal (e.g., drawings, specifications, statements of intentions) and the corresponding adjustment in proposal price if applicable. Design and technical modifications can be made without a price adjustment. Likewise, the proposal price can be adjusted without design and technical modification. These revisions should be documented in the technical evaluation and returned to the contract administrator.

(b) The notification to proposers should establish a deadline for the submitting of the material requested. The time allowed should depend on the nature of the material to be provided. Even if only minor items do not conform, the district must require that these items be revised so that they are in conformance. The District should avoid requiring extensive redrafting of the proposal to expedite the return process. The FOA can request a presentation by proposers, but consideration should be given to expense and actual benefit. Technical material should not contain the proposer's identity. Any resubmittal of proposal price should be routed to the contract administrator, not the technical management teams.

(4) Re-evaluation. Each proposal must be reevaluated to incorporate the best and final offer. The evaluation team(s) (technical or management) must reconvene and determine if any adjustments to scores are appropriate. All changes to scores should be documented and explained for the contract file.

k. Recommendation for Award. When the evaluation is finished, a recommendation is made for construction contract award. To arrive at this recommendation, the contract administrator forwards the ratings and evaluation results to the Selection Board for the technical management teams. The Selection Board may meet with the evaluation teams to discuss features of the technical and management evaluation. Proposal prices still may not be divulged to the technical and management teams. When the Selection Board is satisfied with the legitimacy of the evaluation results, it makes a recommendation for a contract award to the Contracting Officer.

7-10. Contract Award Activities

a. Contract Award Approval. HQUSACE, the Assistant Chief of Engineers, DA, or OSD may require approval of the One-Step negotiated contract award. This approval is an action to ensure that the contract can and will be awarded by a One-Step process. Approval can be sought upon selection of a successful proposer. However, to save time, approval may be requested in advance of a proposer's selection once the FOA is confident that an award can be made. Seeking approval in advance avoids periods of inactivity. The request can be initiated upon receiving proposals if it is clear that submittals are acceptable and that a contract can be awarded within the funding limitations. The FOA may even seek approval prior to that time if it is determined that a contract can definitely be awarded by the One-Step process. The approval chain involves going through the division to HQUSACE (CEMP-C) and upward. To expedite this process, approval should be sought by telephone and followed up with a letter. The entire approval process should take no longer than 2 weeks. If approval is not received within 2 weeks of the initial submittal, an explanation should be pursued.

b. Preaward Survey. A preaward survey is conducted for the recommended proposer in the same way as for a conventional MCA project.

c. Construction Contract Award. Upon successful completion of the preaward survey, a firm fixed-price construction contract is awarded in the same way as for a conventional MCA project.

d. Postaward Activities. The FOA should place a notice of contract award in CBD as would be done for a conventional MCA project. The FOA may offer the other proposers an opportunity for a debriefing on the project and to receive their proposal's evaluation results. All debriefings and discussions of a proposal's evaluation with the proposer must relate only to that proposer and not disclose the contents of the other proposals.

7-11. Debriefing Proposers

a. Purpose of a Debriefing. When a contract is awarded on a basis other than low price alone, proposers are entitled to be debriefed on the selection decisions and contract award.⁵ Debriefing is standard practice in Army Family Housing acquired through One-Step "Turnkey" procedures.

(1) The primary purpose of a debriefing is to assure unsuccessful proposers that their proposals were given due consideration, the evaluation process was fair and objective, and the contract award was proper.

⁵ Federal Acquisition Regulation (FAR) 15.003, "Debriefing of Unsuccessful Offerors," *Purpose of a Debriefing* (August 19, 1988).

With this assurance, unsuccessful proposers should raise no objections to the contract award decision. An equally important purpose of the debriefing is to engage in constructive dialog with unsuccessful proposers concerning their proposals and participation in "Turnkey" projects. This communication helps maintain a positive, cooperative relationship with the construction community and improves quality and competition in subsequent "Turnkey" projects.

(2) FAR 15.1003 explicitly references debriefings for unsuccessful offerors. However, the successful proposer should likewise be entitled to a debriefing to obtain feedback on his/her proposal.

b. Debriefing Information. The FOA should approach a debriefing as a constructive, mutually beneficial step in the "Turnkey" project. The objective is to make unsuccessful proposers comfortable with the results and encourage them to both participate and be more competitive in subsequent "Turnkey" projects. While the FOA is not at liberty to divulge all information about proposals and the evaluation, it should assume the position that the procurement was proper and defensible, and there should be no reason to withhold information not otherwise restricted. Unnecessarily withholding information or being "secretive" about the procurement's results is likely to create or reinforce any suspicions an unsuccessful proposer may have--justified or not--that the contract was awarded on arbitrary or improper grounds. The FOA can also profit from feedback on possible revisions and refinements in procedures for conducting subsequent "Turnkey" projects. The FOA should be receptive to and encourage constructive feedback from proposers. The information appropriate for disclosure during a debriefing is discussed below. It must be emphasized that debriefings are to be held after contract award and that no information shall be disclosed prior to that time.

(1) Information that would not be available under the Freedom of Information Act cannot be disclosed during a debriefing. FAR 15.1003 provides examples. Evaluation documents and material from the contract file also cannot be presented.

(2) A debriefing must be directed only toward a proposer's own proposal. Direct comparisons with other proposals or "technical leveling" must be avoided.

(3) The proposal evaluation criteria, weights, and scoring scheme may have been included in the RFP document and are therefore already available to proposers. However, if all details of the evaluation (e.g., criteria, weight factors, maximum possible values) were not included in the RFP, they can be disclosed during the debriefing. The evaluation plan (e.g., blank evaluation booklets or score sheets used by the evaluators) also can be made available to the proposer. However, no scores should appear in this material.

(4) The FOA should caution proposers to not assume that evaluation criteria, weights, and scoring schemes will be the same among other MCA "Turnkey" projects--even those of the same facility type. Unlike Army Family Housing procurement, in which facility requirements and evaluation schemes are more consistent nationwide, individual project conditions are likely to dictate different evaluation factors and priorities in a "Turnkey" project.

(5) A proposal's score can be discussed in general terms according to the major evaluation areas. Specific point-by-point scores, however, cannot be disclosed. A proposal's deficiencies must be identified as well as the extent to which the deficiencies detracted from the overall evaluation score. Areas in which a proposal was only marginally acceptable or worked to disadvantage can be discussed. A proposal's strengths, qualities, and advantages should also be described. Advantages and disadvantages of one proposal cannot, however, be discussed relative to similar features of the selected proposal or any others.

(6) Evaluation scores and value totals cannot be disclosed. A proposal's ranking among the others can be given. However, no competitor's ranking can be disclosed to a proposer.

(7) The contract award and amount will be advertised in CBD as public information. Pricing information about the selected proposal can be discussed at a debriefing.

(8) The typical practice in Army Family Housing "Turnkey" projects is to allow unsuccessful proposers to examine the winning proposal, although not all FOAs do so. The FOA must determine its policy on this issue. Essentially, the FOA must avoid giving an impression of unnecessary secrecy or reluctance. It is therefore recommended that the winning proposal be made available to unsuccessful proposers. It is also recommended that the successful proposer be informed of the FOA's intentions and that he/she be given the opportunity to concur. If the successful proposer objects to this disclosure, his/her objection should be conveyed to unsuccessful proposers who ask to examine the winning proposal. Proposal requirements may have included material on management, qualifications, scheduling, or use of resources. This type of information is not appropriate for disclosure at a debriefing. Also, under no circumstances may any financial information on a proposer be disclosed.

(9) Evaluation documents and records for the contract file shall not be disclosed during a debriefing.

c. Debriefing Meetings. An unsuccessful proposer must submit a written request for a debriefing. Debriefing meetings should be arranged as soon as reasonable upon receipt of requests. Debriefings are normally conducted at the FOA. A meeting must involve an individual proposer and may not be a "collective" debriefing. All debriefings can be held within a relatively short timeframe for the FOA's convenience. However they should be scheduled to allow a comfortable amount of time between the appearance of proposers.

(1) The Project Manager is normally responsible for arranging debriefings. The FOA should be represented by personnel directly involved in the project and able to discuss first hand all aspects of the project's requirements, RFP provisions, evaluation procedures and results, and the procurement exercise. Attendees should include the Project Manager, representatives from each technical discipline participating in both RFP development and proposal evaluation, and the contract administrator responsible for gathering and maintaining evaluation documents and files. Attendees may also include MACOM and using agency representatives, a selection board member, the FOA Office of Counsel, and the Contracting Officer. It may not be necessary for all of these personnel to be present at all times during the meetings. However, they should stay close at hand in order to be available immediately in the event of questions or discussions about their subject area.

(2) The Project Manager should open each debriefing with an introduction that establishes a positive, constructive, and cordial atmosphere for the meeting. The purpose of the debriefing should be reviewed, with emphasis on the cooperative and mutually beneficial nature of discussions. The FOA should acknowledge the proposer's work in developing a proposal and indicate that their effort is appreciated.

(3) The evaluation process should be explained. The basic approach to scoring and determining a value rating also should be described. The proposal's characteristics and qualities should be discussed as appropriate to provide the proposer with the information or assurances he/she is seeking. A critique of the proposal can be offered if the proposer wishes. Discussions also can address the proposer's documentation and effectiveness of presentation. It must be emphasized that such discussions are to be professional and constructive, and not critical to the point of antagonizing the proposer. If the selected proposal can

be disclosed, it should be on hand so that, upon request, the proposer can examine it. A proposer cannot be allowed to copy or remove proposal or evaluation documents from the debriefing.

(4) The FOA should also solicit feedback from the proposer on the project and "Turnkey" process. Discussions could include items such as design/technical requirements and criteria, proposal submittal material, proposal development effort, and the procurement schedule. Information from the proposer can be instrumental in refining requirements or procedures for future "Turnkey" projects.

(5) It is important that proposers leave the debriefing satisfied that they were treated fairly and reasonably. It is also desirable for proposers to feel they have profited from the debriefing and will be able to enhance their competitiveness in future One-Step "Turnkey" projects.

(6) A summary of each debriefing must be included in the contract file.

8 PROPOSAL EVALUATION AND AWARD FOR A TWO-STEP APPROACH

8-1. General

a. Objectives. The evaluation process is critical to a Two-Step procurement. It is the method by which the lowest priced responsive proposal is identified and recommended for contract award. The evaluation must be organized systematically for timely execution and must be detailed enough to judge technical performance and qualities. The evaluation must be executed objectively and consistently to ensure fairness to all proposers and to comply with procurement regulations. Because the responsive proposal with the lowest bid will be recommended for contract award, the evaluation must ensure that all proposals eligible for bidding will completely satisfy the user's requirements.

b. Description. A general description of the evaluation process is as follows.

- (1) Proposers submit proposal documentation to the FOA (Step 1).
- (2) A general conformity check is conducted to verify that proposers satisfy the requirements for participating in the procurement and for executing the construction contract if awarded.
- (3) A technical evaluation is conducted for each proposal to verify that the proposal meets all minimum requirements of the RFTP.
- (4) An IFB is issued to each proposer whose proposal has been evaluated as being responsive to the minimum requirements of the RFTP (Step 2).
- (5) The FOA opens bids according to Sealed Bidding practice.
- (6) A recommendation is made for awarding a construction contract based on the lowest bid responsive proposal.

8-2. Proposal Evaluation Factors

a. General. Evaluation factors are not independent factors, they reflect the minimum requirements and criteria of the RFTP, as described in the RFTP. The evaluation examines proposer responsibility and proposal responsiveness.

b. Proposer Responsibility. Verifying proposer responsibility is usually a matter of examining two basic items:

- (1) Has the proposer fulfilled the requirements for participating in the procurement? Items to check include submittal of all required proposal documentation, proper identification of proposal material, and so on.
- (2) Will the proposer execute the contract responsibly if awarded? Items to check include bid bonds, representations, and certifications submitted.

c. Proposal Responsiveness. A proposal's responsiveness to the design and technical requirements of the RFTP is the primary emphasis of proposal evaluation. Evaluation factors must be developed to reflect the design and technical features desired for the project.

d. Evaluating Selected RFTP Requirements and Criteria. It is not feasible to verify conformance with all RFTP requirements and criteria at the proposal stage. Conformance to RFTP requirements occurs throughout the project--in proposal evaluation, review of the contractor's final design, and assessment of shop drawings and submittals during construction. Therefore, proposals must be evaluated against selected RFTP requirements and criteria. Identifying the appropriate requirements and criteria depends largely on the specific conditions of the project and the RFTP. Essentially, those selected must reflect the most important features of the project. These are elements for which the proposal's conformance must be verified prior to contract award. Table 7-1 in Chapter 7 lists items typically examined in evaluating proposals. General guidance is as follows.

(1) Evaluation factors must address items that are sensitive or critical to the specific project. These are features which would distinguish a successful project from an unsuccessful one and which the Government should judge prior to contract award.

(2) Proposal evaluation is based on documentation of roughly a concept level of detail or lower. Therefore, evaluation factors must address the more general, fundamental aspects of the project rather than definitive details.

(3) Evaluation factors must include features of the project left open to proposers' design solutions. These are features for which the RFTP has not prescribed a configuration, material, or details and for which there is a variety of potential solutions.

(4) Evaluation factors must be consistent with the size and complexity of the project. They must not be so extensive or complex as to unnecessarily complicate the evaluation with no appreciable benefit to the project. Conversely, evaluation factors must be detailed enough that the important features of the project can be evaluated when the potential benefits justify both the proposal and evaluation efforts.

(5) Evaluation factors should not address items specified prescriptively in the RFTP. These are items for which there is only one or a limited number of conforming solutions; thus, conformance is a matter of enforcing a prescriptive specification rather than evaluating alternative solutions.

(6) Proposal evaluation factors should not address items of such detail that conformance can be judged only by examination of the final design or analyses, or items that would normally be examined through shop drawings or construction submittals.

8-3. Proposal Submittal Requirements

a. General. It is critical that proposals contain all material that the evaluators need to verify conformance with the minimum requirements of the RFTP. It is also critical that the proposal submittal requirements not be so extensive that the effort and expense necessary for proposal preparation discourage participation in the procurement.

b. Level of Effort. Proposal submittal requirements should be developed such that a proposer need spend no more than about one-quarter to one-half of 1 percent of the estimated contract amount in

responding. Development of a proposal up to roughly 10 percent design completion should be enough to allow an evaluation. The RFTP will describe the minimum proposal submittal requirements. However, proposers may feel compelled to embellish proposals or provide material in excess of what is required in the RFTP in an attempt to enhance their competitive position. This practice is somewhat undesirable because it may create the appearance that some proposals are less complete than others and may divert evaluators' attention toward the presentation rather than focusing on substantive values of the proposed design and construction. For this reason, the District may place limitations on proposal submittal material or otherwise set an upper limit on proposal effort. This action helps keep proposal preparation costs to a reasonable level and maintain a consistency in proposal content and presentation. Such provisions could cover the number and types of drawing sheets; pictorial presentations such as perspective drawings, models, or photographs, color or material samples; contents of descriptive material, catalog cuts, and manufacturer's literature; and similar amenities. However, it is emphasized that the specific project conditions must dictate the proposal submittal requirements, material necessary to conduct a proper evaluation must be required in the proposal submittals.

c. Proposer Responsibility Submittals. Submittals required in Instructions to Offerors and Special Instructions to Offerors include items such as Representations and Certifications, Bid Guarantee, Certification of Professionals, Proposer Composition, and similar documents. The proposer must be identified on these submittals.

d. Technical Submittals. Design and technical submittals comprise the major portion of the proposal submittal. Design and technical submittals should be evaluated with the proposer remaining anonymous and should be identified only by a number provided on the RFTP. Required submittals will normally include the following general items (Appendix B contains a sample listing of submittal requirements):

- (1) Site Drawing(s) indicating features such as building placement, walks and drives, parking, landscaping, drainage, and site utilities.
- (2) Floor Plan(s) indicating room or area designations, doors and windows, fixed equipment, floor area calculations, and similar features.
- (3) Building Elevations giving the building's appearance, exterior features, and exterior materials.
- (4) Building Section(s) indicating interior volumes.
- (5) Typical Detail(s) such as a wall section or other construction detail.
- (6) Outline Specification--material descriptions.
- (7) Structural Design--description, outline specification, and appropriate supporting data or preliminary calculations.
- (8) Mechanical Design (HVAC and Plumbing)--description, outline specification, and appropriate supporting data or preliminary calculations.
- (9) Electrical Design--description, outline specification, and appropriate supporting data or preliminary calculations.

(10) Life-Cycle Data indicating HVAC energy budget, lighting energy consumption, maintenance schedules, and other information as appropriate for the specific project.

e. Consistency. In a Two-Step procurement, it is critical to maintain consistency among the RFTP requirements, proposal evaluation factors, and proposal submittal documentation. The RFTP contains all requirements and criteria for a project. Proposals can be evaluated only on the basis of the RFTP requirements. Therefore, proposal evaluation factors must reflect the RFTP. Furthermore, proposals can be judged only on the basis of the documentation submitted. To allow an evaluation, the proposal submittals must contain all documentation necessary to judge conformance and qualities in accordance with the evaluation factors. Therefore, proposal submittal requirements must correspond with evaluation factors which, in turn, correspond with the RFTP requirements and criteria.

8-4. Evaluation Documentation

a. General. Evaluation documents should be prepared before proposals are evaluated. In addition to providing a record, well organized evaluation documents can expedite the review process by providing all necessary information to the evaluators and promoting a systematic, consistent examination of proposals. An evaluation manual should be prepared for USACE personnel (and contracted AE, if used). This manual should consist of instructions and information for evaluators and forms for evaluating technical conformance.

b. Instructions and Information. Instructions and information can include the following material.

(1) A brief description of the evaluation process.

(2) An explanation that the proposal material, evaluation proceedings, and results are confidential and will not be disclosed outside the evaluation team until after a recommendation for award has been made.

(3) A description of the major evaluation factors/subfactors and indication of those having emphasis in the project.

(4) Instructions for obtaining additional information from proposers.

(5) Instructions for using the forms and keeping documentation.

(6) Logistical information such as time and place of the evaluation.

c. Technical Evaluation Forms.

(1) A checklist should be developed to indicate conformance or nonconformance to each identified evaluation factor. This checklist should include the following information for each item.

(a) RFTP/specification reference--paragraph number, and title.

(b) Indication of whether the necessary material is supplied with the proposal.

(c) Indication of "conforms" or "does not conform."

- (d) Explanation of nonconforming items (i.e., why they do not conform).
- (e) An indication of whether additional information is required to verify conformance.
- (f) Comments.

(2) A final item on the checklist must indicate if the proposal should be allowed to continue to the Step 2 bidding, if it should not be allowed to continue, or if further information should be requested from the proposer before allowing it to continue.

d. Evaluation Summary. A summary sheet should be prepared at the conclusion of the evaluation. This summary should indicate, for each proposal, conformance or nonconformance to the RFTP minimum requirements, requests for additional information, additional information submitted by the proposer, and the bid price when available.

8-5. Evaluation Personnel

a. General. Personnel from the USACE FOA, the installation, and the using agency should be involved in the proposal evaluation. HQUSACE, the USACE Division (if not the FOA), the MACOM, and other Army agencies personnel also may be involved in the proposal evaluation, as appropriate for the specific project. Evaluation personnel should be identified and their participation confirmed well in advance of receiving proposals at the FOA--preferably before the RFTP is completed. The FOA P&S Branch and Contracting Office will also be involved in the evaluation process; these offices should be notified accordingly.

b. Evaluation Team Composition. An evaluation team should represent each of the Army offices involved in the evaluation. The team should be composed of AEs representing each design and technical discipline appropriate for the specific project. If the RFTP was prepared by an AE under contract with the FOA, he/she can participate in the evaluation as part of the FOA team.

c. Proposal Receipt. Upon receipt of proposals at the FOA, P&S performs a general conformity check and then separates and transmits the technical material.

d. Recommendation for Contract Award. The Contracting Office reviews the recommendation for contract award and forwards it to the Contracting Officer.

8-6. Evaluation Procedures

a. Proposal Distribution. The technical portion of the proposals must be distributed to the appropriate offices before any evaluation sessions or meetings are held. To minimize the burden of proposal reproduction for proposers, the number of copies required should be limited. Two or three copies of proposals could be required at the FOA, and one copy should be enough for each of the other offices involved in the evaluation.

b. Preevaluation Meeting. It is recommended that the FOA project manager convene a meeting prior to the evaluation. This meeting should:

- (1) Summarize the purpose of the evaluation and each distinct step.
- (2) Review the evaluation documents or manual.
- (3) Review the evaluation procedures and responsibilities of the evaluation personnel.
- (4) Clarify the confidentiality of evaluation procedures and results.
- (5) Discuss logistics of the evaluation.

c. Proposal Receipt. Proposals are received at the FOA by P&S. P&S responsibilities include:

- (1) Recording the receipt of each proposal.
- (2) Performing a general conformity check on each proposal.
- (3) Separating the material intended for technical evaluation and ensuring that all proposer identity is removed.
- (4) Transmitting the technical material to the Project Manager.

d. General Conformity Check. The general conformity check ensures that (1) all submittal material required by the RFTP is included in the proposal package and (2) all proposer responsibility requirements in the RFTP are met. P&S personnel can disqualify a proposal from further consideration for being grossly deficient in terms of submittals or proposer responsibility. However, it is usually in the Government's best interest to allow proposals to continue to the technical evaluation if at all possible. P&S should inform the Project Manager of deficiencies in proposals.

e. Technical Evaluation. Upon receipt of proposals from P&S, the FOA Project Manager should forward them to the FOA technical evaluation team and other Army offices involved. Evaluators will examine each proposal with regard to their own technical discipline and complete the appropriate section(s) of the evaluation documents. Each proposal must be evaluated individually and not compared with the others.

(1) Evaluators can work individually within their own agencies or as a group, whichever is more convenient. If they work individually, a wrapup meeting should be held to review the results, resolve any discrepancies among evaluators, and ensure that no aspects of the proposals have been overlooked.

(2) Upon reaching a consensus, the evaluators should complete one evaluation checklist for each proposal. Each checklist should indicate items for which the proposal does/does not conform to the minimum requirements of the RFTP and those for which the proposal provides too little information to conduct an evaluation. The team can disqualify a proposal from further consideration for being deficient in terms of nonconformance or insufficient submittals. However, it is usually in the Government's best interest to allow proposals with only minor deficiencies to continue to the Step 2 bidding. A recommendation should be made as to whether the proposal should be allowed to continue to the Step 2 bidding, or if further information should be requested from the proposer before allowing the proposal to continue.

f. Request for Additional Information. The Government has the option of contacting proposers during the evaluation period. To maintain competition the FOA may allow proposers to provide additional information, clarify ambiguities, or upgrade proposals to bring them into conformance with the RFTP's minimum requirements. The evaluation team must prepare a statement for each such proposer describing the proposal's deficiencies or the required additional information. These descriptions, however, must not prescribe corrective measures, those are the proposer's responsibility. The FOA may require whatever submittals are necessary to clarify the ambiguity or verify compliance with the RFTP's minimum requirements. Submittals can be simple written statements indicating the intended upgrade or additional materials such as drawings, specifications, and manufacturer's literature. These submittals become part of the proposal and will be binding as such. Every effort should be made to conclude the acquisition of additional information at this stage of the evaluation and avoid further requests and submittals. After receiving the additional submittals, proposals can be reevaluated as necessary.

g. Responsive Proposals. When a final determination of responsive proposals is made, the FOA Project Manager should forward a list of the proposers to the Contracting Office.

h. Notification. A notice must appear in CBD identifying all proposers whose proposals were evaluated as responsive in Step 1 evaluation and who will be invited to bid in Step 2.

8-7. Bidding Procedures

a. Invitation for Bid. Issue an IFB to proposers whose proposals were judged to be responsive, similar to a traditional Sealed Bidding procurement. Allow the usual 30-day bid period.

b. Bid Opening. Conduct the bid opening similar to a traditional Formal Advertising procurement. The apparent low bidder is recommended for contract award.

8-8. Use of Life-Cycle Cost in a Two-Step Procurement

a. General. Life-cycle cost factors can be incorporated as evaluation criteria. Examples include energy use, repair and maintenance costs, and replacement costs in addition to initial construction price. Life-cycle costs can be considered in a Two-Step evaluation in three ways: (1) indirectly, by specifying appropriate technical performance criteria, (2) directly, by specifying life-cycle performance criteria, or (3) directly, by analysis of a proposal's life-cycle economies. When selecting a method of evaluating life-cycle economies, effort levels (in both proposal preparation and evaluation) and potential benefits must be considered. For small-scale projects in which life-cycle costs will be minimal or relatively insensitive, only the simplest method is justified. In contrast, a project with large scope and potentially significant life cycle cost impact could benefit from a more detailed evaluation; potential benefits would justify this level of effort.

b. Technical Performance Criteria. The simplest way to consider life-cycle economies is by incorporating life-cycle factors directly into technical performance requirements and criteria. A proposal meeting the specified technical requirements would therefore also meet the life-cycle economies on which those requirements are based. No special life-cycle analysis or additional evaluation step is required by the proposer or the Government, respectively. The life-cycle cost performance of the facility, however, will depend on accurate representation of the life-cycle cost characteristics in the design and technical

performance criteria. Examples are the durability criteria for finish materials and efficiency criteria for mechanical equipment.

c. Life-Cycle Performance Criteria. Considerations for life-cycle economy can also be expressed directly as performance criteria, but in noneconomic terms. An example would be to specify a maximum energy budget for the building. Conformance is evaluated in the same way as other technical criteria. This method is both simple and objective. Evaluation is straightforward since energy analysis is now a common exercise.

d. Analysis of Life-Cycle Cost. Life-cycle costs can be determined by direct analysis of a proposal. Total life-cycle cost, which includes the initial construction price, is the cost component of the evaluation. This method simplifies RFTP requirements and criteria, yet is highly objective. The RFTP can specify absolute minimum life-cycle performance to prevent life-cycle economies from being sacrificed for unreasonably low initial cost.

e. Conditions for the Use of Life-Cycle Costs. To be used effectively, the RFTP criteria must be measurable and reasonable. The evaluation method must be identified and explained in the RFTP. This explanation is for both the proposer's benefit and the FOA's protection because it establishes the validity and credibility for the analysis at the outset of the procurement. The responsibility for executing the analysis must be defined: is the proposer to conduct the analysis at his/her own expense or will the FOA do it? If the FOA conducts the analysis, all necessary data and information must be identified and provided with the proposals. The FOA can request that proposers tabulate data or present information in a format that applies directly to the analysis method. Analysis must be conducted using a valid, widely accepted method to avoid any challenges to the method's appropriateness. If life-cycle costs are to be used directly as the bid component of a Two-Step procurement, the analysis method must be valid and acceptable within the building industry. If data used in the analysis (e.g., energy costs, maintenance costs, or replacement cycles) are provided by the Government, they must be accurate, dependable, defensible, and not subject to contradiction. If data are provided by the proposer, they must be verifiable by the Government as being accurate. Otherwise, the contract award may be challenged on the basis that the life-cycle cost analysis was not truly representative of a proposal's actual life-cycle performance. Including life-cycle costs directly into the evaluation introduces an additional variable into a proposer's design and price development. Proposers may find it more difficult to judge their competitiveness in the procurement, which may discourage participation. This method should therefore be used only when the potential life-cycle cost benefits will offset the potential risks and efforts involved with this submittal.

8-9. Contract Award Activities

a. Preadward Survey. A preaward survey is conducted for the recommended proposer in the same way as for a conventional MCA project.

b. Construction Contract Award. Upon successful completion of the preaward survey, a firm fixed-price construction contract is awarded, similar to a conventional MCA project.

c. Postaward Activities. The FOA should place notice of the contract award in CBD as would be done in a conventional MCA project. The FOA can offer the other proposers an opportunity for a debriefing on the project and their results. All debriefings and discussions of a proposal's evaluation with a proposer must relate only to the individual proposer and may not disclose the content of any other proposals.

9 CONSTRUCTION ADMINISTRATION

9-1. General

One-Step Competitive Negotiation and Two-Step Sealed Bidding require that final design and construction documentation be completed as part of the construction contract execution rather than in the design phase as with traditional procurement. With this exception, construction contract administration is fundamentally the same as for a conventional project. Therefore, this chapter describes only the areas in which construction administration for One-Step or Two-Step projects differs from a conventional project.

9-2. Completion of Final Design

a. Notice to Proceed. Upon issuing the NTP, the FOA should convene a preconstruction meeting for the design phase of the contract. It is critical that the FOA maintain coordination among the Engineering Division, Construction Division, and Area or Resident Office. The PMs from the Engineering and Construction Divisions and the project engineer from the Area or Resident Office should be present. Discussions should include the following items:

- (1) Review of the proposal and any items that must be corrected or upgraded to conform with the RFP or RFTP.
- (2) Interpretations or questions regarding the RFP or RFTP requirements.
- (3) Review of the design schedule and provisions for submittal, review, and approval of construction documents; provisions for interim reviews (if appropriate).
- (4) Scheduling and provisions for phasing completion of the construction documents with construction activities (fast-tracking), as appropriate.

b. Design Analyses. The contractor must complete and submit final design analyses for the project in enough detail to permit review and verification of its sufficiency and conformance with all requirements of the RFP or RFTP. Analyses should cover items such as site utilities, paving, and structural, mechanical, and electrical designs. The documents must display all design criteria as they appear in the RFP or RFTP and indicate the data sources, codes and standards, and design methods used in the analyses and final design.

c. Construction Documents. The contractor must complete and submit working drawings and specifications for the project in enough detail to permit review and verification of its sufficiency and conformance with all requirements of the RFP or RFTP. Since working drawings and specifications are not prepared as bidding documents, they can be somewhat less rigorous in detail than conventional AE-prepared documents. The designer and contractor are both within the same contractual organization, the customary detachment of the designer from the contractor does not apply. Construction documents also may display proprietary information such as brand names and specific model designations. Otherwise, the working drawings and specifications should be similar to those prepared under a conventional AE contract.

9-3. Review and Approval

a. General. The FOA must coordinate among the Area or Resident Office, Construction Division, and Engineering Division for review and approval of contractor-developed construction documents. The FOA can determine the appropriate submittal/review channels and approval authority. Typically, the Engineering Division is the best staffed to conduct the review. If an AE prepared the RFP or RFTP, he/she can be retained under Title II services to review the contractor's design analyses and construction documents. Typically, the contractor submits design analyses and construction documents to the Area or Resident Office or to the FOA Construction Division. The Engineering Division, in support of the Construction Division, conducts the review and forwards recommendations for approval or revision/resubmittal. Approval authority should generally rest with the Area or Resident Office or the Construction Division.

b. Purpose of Review. The FOA, or AE under Title II services, reviews the contractor's construction documents to verify conformance with the RFP or RFTP and to the accepted proposal. Working drawings and specifications must be reviewed on a "conforms/does-not-conform" basis. Reviewers must avoid imposing revisions or modifications to the contractor's design that reflect only personal preference or alternative solutions. If an AE is retained to review the contractor's construction documents, FOA should not duplicate the review. Doing so may only complicate the process by introducing an additional source of conflicting preferences.

c. Interim Reviews. The FOA can review the contractor's design analyses and construction documents at once upon their completion. As an alternative, the FOA can require interim submittals (e.g., at 50 and 90 percent completion prior to final submittal). This approach depends on the conditions of the specific project such as the complexity of the design, time available, FOA resources available, and level of confidence in the contractor. A single final review is the less time-consuming approach, although it involves some element of risk. Any errors in the design or design requirements, or misinterpretations of the design requirements or intended design solutions, may amplify throughout the construction documents' completion and ultimately require extensive correction. The contractor will be less inclined to make changes at his/her own expense and the FOA may be less inclined to enforce the necessary changes. Interim reviews can prolong the completion of construction documents, but also can ensure that problems are resolved before they require extensive revisions. Therefore, interim reviews are strongly recommended.

d. Phased Construction

(1) The FOA should, if at all possible, allow the contractor to phase the completion of construction documents with construction activities (fast-track). In this case, the FOA must clearly state the phases, and documentation required at each phase, appropriate for the specific project. The following phases should be appropriate for most facility types, but can be combined, expanded, or otherwise modified according to specific project conditions.

- (a) Site design analysis, drawings, and specifications including grading, paving, landscaping, and utilities outside the building outline.
- (b) Architectural floor plans--structural analysis, drawings, and specifications.
- (c) Architectural detail drawings and specifications.

(d) HVAC systems analysis (including energy budget), drawings, and specifications; plumbing and piping analysis (including fire suppression systems), drawings, and specifications.

(e) Electrical systems analysis, drawings, and specifications (including fire detection and alarm, communications, and signal systems).

(f) Finish schedules, specialties schedule, and similar finish item documentation.

(2) Allowing the contractor to fast-track, however, obligates the FOA to adhere strictly to its review and approval schedule in order for the contractor to maintain his/her anticipated progress. If the FOA's workload or resource limitations may prevent the timely review and approval of construction documents submitted in phases, fast-tracking should not be permitted.

c. RFP/RFTP References. The RFP or RFTP must indicate the requirements for completion, submittal, and approval the project's design and construction documentation. This information should include:

(1) Material required for final design analyses and construction documents.

(2) The office to which construction documents are to be submitted, a point of contact, and the number of copies required.

(3) The time allowed for the contractor to complete the analyses and construction documents.

(4) Method of submittal and review: whether a single submittal of all final material is required or whether, and at what stages, interim reviews are required.

(5) Both minimum and maximum times the FOA will take to review submittals and notify the contractor of approval or disapproval.

(6) Provisions for the disapproval and resubmittal of construction documents.

(7) Provisions for fast-tracking, submittal requirements for each phase, and turnaround times for review and approval.

9-4. Construction Contract Administration

a. General. Once the contractor's construction documents are completed, construction administration should be conducted similar to a conventional project. The preconstruction conference, contractor's network analysis, quality control/quality assurance plan, safety plan, progress payment procedures, and other steps should be conducted as usual.

b. Shop Drawings and Submittals. Shop drawing requirements can be reduced greatly compared with a conventional design-bid-build project. Much of the information usually provided in the shop drawings can be included in the contractor's construction documents such as manufacturer and model designations. The FOA can delegate shop drawing review and approval to the contractor as his/her internal responsibility, the FOA should require information copies of shop drawings. Laboratory test results, samples, certificates of compliance (COCs) and similar quality control and sampling submittals should be administered as usual.

c. Quality Assurance. Quality assurance and contract enforcement are based on the contractor's final and approved construction documentation. The Area or Resident Office must become familiar with local building codes, industry standards and specifications, and other non-USACE specifications included in the RFP or RFTP and therefore reflected in the construction documents.

d. Change Orders and Contract Modifications. The contractor is responsible for the accuracy and correctness of the design and construction documentation. Any errors or omissions in these documents, or improper materials or construction as a result, must be corrected at the contractor's expense. The contractor can propose changes to the proposal or construction documents for convenience or economy. The Area or Resident Office can consider such modifications and, if appropriate, issue approval. However, since the original design documentation and submittals have already been found acceptable, the Government is under no obligation to offer reimbursement for these modifications. Unless there are errors or omissions in the RFP or RFTP, the only contract modifications that would normally be required in a One-Step or Two-Step project would be user-requested changes or due to unanticipated site or subsurface conditions. These change orders and contract modifications should be processed as usual.

10 CONCLUSION

This report provides a systematic approach to One-Step Competitive Negotiation and Two-Step Sealed Bidding. This technical report would be useful to USACE elements when directed or when considering the application of the One-Step or Two-Step alternative procurement process/construction method. HQUSACE will utilize the technical report on the process to issue an Architectural and Engineering Instruction (AEI) on alternative construction methods.

APPENDIX A:

TYPICAL INSTRUCTIONS TO OFFERORS FOR A ONE-STEP COMPETITIVE NEGOTIATION

The following is a list of clauses typically used in the Instructions to Offerors in One-Step Competitive Negotiations for the construction of military facilities. This master list is a reference to common items, but is not intended to cover all items unique to specific projects. Project managers must coordinate with the FOA's P&S Branch to ensure the appropriateness of each clause according to the FOA's standard practices. It is the FOA's responsibility to edit items believed to be appropriate to the project.

Clauses To Describe the Project and Method of Procurement

1. Definitions.
2. Method of Procurement.
3. Basis of Award.
4. Anticipated Project Schedule.

Development and Submittal of Proposals

5. Use of this RFP.
6. Proposer's Options and Limitations.
7. Approval of Contract Award.
8. Obtaining Drawings and Requests for Proposals.
9. Availability of Specifications, Standards, and Descriptions.
10. Site Visit.
11. Inquiries and Clarifications to RFP Provisions.
12. Preproposal Conference.
13. Required Technical Data for Proposal Submittals.
14. Formats for Technical Data.
15. Unnecessarily Elaborate Offeror's Proposals.
16. Requirements for Special Marking of Technical Data.
17. Restrictions on Disclosure and Use of Data.
18. Modifications Prior to Date Set for Receipt of Proposals.
19. Acknowledgment of Amendments to Solicitations.
20. Multiple Proposals.
21. Nonconforming Proposals.
22. Cost Limitations.
23. Deductive Items.
24. Bid Guarantee.
25. Performance and Payment Bonds.
26. Prospective Contractor Responsibility.
27. Certification of Professionals.
28. Submittal of Price Proposal Schedule.
29. Submittal of Offers.
30. Certification of Conformance to Provisions of the RFP.
31. Contract Award Contingent Upon Receipt of Funds.

Clauses That Relate to the Evaluation of Proposals

32. Late Bids, Modifications of Bids, or Withdrawals of Bids.
33. Time for Government Acceptance of Proposals.
34. Offeror's Authorized Persons to Conduct Negotiations.
35. Arithmetic Discrepancies.
36. Disposal of Proposals.
37. Failure to Submit Offer.
38. Evaluation Procedures.
39. Proposal Evaluation Criteria.
40. Clarification and Discussions.
41. Preaward Information.

Miscellaneous Instructions That May Be Included

42. Safety Requirements.
43. Listing of Employment Openings.
44. Notice of Requirement for Affirmative Action To Ensure Equal Employment Opportunity (EEO).
45. Application of Davis-Bacon Act/EEO and Affirmative Action and Sales Tax.
46. Notice Regarding Buy American Act.
47. Notice of Labor Surplus Area Obligation.
48. Small Business and Small Disadvantaged Business Subcontracting Plan.
49. Notice of Priority Rating for National Defense Use.
50. Data Universal Numbering System (DUNS) Number Reporting.
51. Equipment Ownership and Operating Expense Schedule.
52. Small Business Size Standard.
53. Formal Contract.

APPENDIX B:

TYPICAL INSTRUCTIONS TO OFFERORS FOR A TWO-STEP SEALED BID

The following is a list of clauses typically used in the Instructions to Offerors in Two-Step Sealed Bidding for construction of military facilities. This master list references common items but it is not intended to cover all elements unique to specific projects. Project managers must coordinate with the FOA's P&S Branch to ensure that each clause is appropriate according to the FOA's standard practices. It is the FOA's responsibility to edit items believed to apply to the project.

Clauses to Describe the Project and Method of Procurement

1. Definitions.
2. Method of Procurement.
3. Basis of Award.
4. Anticipated Project Schedule.

Development and Submittal of Proposals

5. Use of this RFTP.
6. Proposer's Options and Limitations.
7. Approval of Contract Award.
8. Obtaining Drawings and Requests for Proposals.
9. Availability of Specifications, Standards, and Descriptions.
10. Site Visit.
11. Inquiries and Clarifications to RFTP Provisions.
12. Preproposal Conference.
13. Required Technical Data for Proposal Submittals.
14. Formats for Technical Data.
15. Unnecessarily Elaborate Offeror's Proposals.
16. Requirements for Special Marking of Technical Data.
17. Restrictions on Disclosure and Use of Data.
18. Modifications Prior to Date Set for Receipt of Proposals.
19. Acknowledgement of Amendments to Solicitations.
20. Multiple Proposals.
21. Nonconforming Proposals.
22. Cost Limitations.
23. Deductive Items.
24. Bid Guarantee.
25. Performance and Payment Bonds.
26. Prospective Contractor Responsibility.
27. Certification of Professionals.
28. Submittal of Bid Schedule (Step Two).
29. Submittal of Offers.
30. Certification of Conformance to Provisions of RFTP.
31. Contract Award Contingent on Receipt of Funds.

Clauses That Relate to the Proposal Evaluation

32. Late Bids, Modifications of Bids, or Withdrawals of Bids.
33. Time for Acceptance of Proposals by the Government.
34. Offeror's Authorized Persons to Conduct Negotiations.
35. Arithmetic Discrepancies.
36. Disposal of Proposals.
37. Failure to Submit Offer.
38. Clarifications and Discussions.
39. Preaward Information.

Miscellaneous Instructions That May Be Included

40. Safety Requirements.
41. Listing of Employment Openings.
42. Notice of Requirement for Affirmative Action to Ensure EEO.
43. Application of Davis-Bacon Act/EEO, Affirmative Action and Sales Tax.
44. Notice Regarding Buy American Act.
45. Notice of Labor Surplus Area Obligation.
46. Small Business and Small Disadvantaged Business Subcontracting Plan.
47. Notice of Priority Rating for National Defense Use.
48. DUNS Number Reporting.
49. Equipment Ownership and Operating Expense Schedule.
50. Small Business Size Standard
51. Formal Contract.

APPENDIX C:

DEVELOPING PERFORMANCE SPECIFICATIONS

C-1. General

A primary objective of a One-Step Competitive Negotiation and Two-Step Sealed Bidding is to allow the construction industry to propose a variety of design and technical solutions for a given facility requirement. To be consistent with this objective, the technical specifications for the facility must allow the widest practical range of designs and construction methods and materials, while at the same time ensuring the quality levels required for the facility. Thus, a performance-oriented specifications method is necessary to describe the facility's engineering and technical requirements in the RFP. Using conventional prescriptive specifications allows only a single design and technical solution and is therefore inappropriate for a One-Step or Two-Step approach. The content and composition of the technical specifications depends on the requirements and conditions of each specific project. Therefore, it is not practical to provide detailed guidance applicable to all projects. Some general considerations follow.

C-2. Performance-Oriented Specifications

"Performance" specifications set forth ends to be achieved and not the means of achieving desired results. The features desired must be delineated completely and clearly, measurable or observable criteria must be established, conformance to criteria must be verifiable, and the specification must be free from unnecessary material and process limitations. In practical terms, however, it is unlikely that all items of a project can be specified adequately in pure performance terms alone. "Performance-oriented" specifications are appropriate for a One-Step RFP or Two-Step RFTP; these specifications contain both performance and prescriptive requirements. The emphasis of the specification is placed on the performance requirements whenever possible. Prescriptive requirements are included when developing performance requirements is impractical for the specific application, or when only one prescribed solution is appropriate.

C-3. Level of Control

Since technical specifications are performance-oriented, many elements of final design and material/systems selections are delegated to the proposer and contractor. However, the specifications should not be "wide open" without controls for adequacy and quality. The FOA can exercise varying degrees of control over the proposed design and construction solutions according to the specific project requirements.

- a. When it is advantageous to maximize the potential options available to proposers, the FOA should allow greater latitude in proposing design and technical solutions. This latitude is offered by specifying building elements in mainly performance terms and minimizing constraints on the configuration, materials, and methods. A specification for "Superstructure," for example, would include loading, seismic, fire safety, and other fundamental performance criteria. Performance requirements are qualified by prescriptive criteria only to the extent necessary, such as by design standards for each structural approach. Any variety of steel frame, concrete, precast, load-bearing masonry, or other structural configurations could comply. The proposer is responsible for selecting the structural materials, configuration, and design of the structural system.

b. When it is necessary to limit the potential options available to proposers, the FOA must retain greater control over configurations, materials, and methods. This control is ensured by increasing the specificity of requirements, or, more precisely, describing the specified building element. Doing so reduces the proposer's options to those appropriate for the specific project conditions. For example, the FOA could identify a particular type of building system or component, such as "Steel Superstructure." Performance criteria and material specifications would be tailored to that particular structural type. A proposer has the opportunity to develop his/her own structural configuration and design, but within constraints of the construction type described. Performance requirements are qualified to a greater extent by prescriptive specifications. At the extreme, the FOA can specify a building element in mainly prescriptive terms if only one solution is appropriate or if it is impractical to develop enforceable performance criteria for that element.

c. The FOA or contracted AE developing the performance-oriented specifications must consider the appropriate degree of control with regard to the procurement approach used for the project—One-Step or Two-Step. Otherwise, a project's procurement approach alone should not have major impact on the composition or content of the performance-oriented specifications. Items to consider in this respect are as follows.

(1) Proposal evaluation for a One-Step project involves design and engineering judgment as a factor in contract award. Distinctions can be drawn between a minimally acceptable proposal and one displaying superior qualities. Therefore, evaluators can exercise a degree of latitude in their judgment of conformance to minimum requirements and qualities exceeding the specified minimums.

(2) Proposal evaluation for a Two-Step approach involves only a judgment of conformance to the minimum specified requirements. Any proposal conforming to the specified minimums is eligible for bidding and, potentially, contract award. It is critical, therefore, that a proposal meeting only the minimum specified requirements is completely suitable for the facility and satisfactory to the using agency. The FOA may consider exercising somewhat greater control over proposals for a Two-Step project than for a One-Step project.

d. Performance requirements and criteria must be enforceable in all cases and conformance to the specifications must be verifiable. Conformance with performance requirements can be verified through calculation, analyses, materials testing, or simple observation. Verification may occur at any one or several stages throughout the project; at the proposal evaluation stage, during final design and review/approval, or during construction.

C-4. Reference

The Construction Specifications Institute (CSI) Manual of Practice MP1-11, Performance Specifications and MP2-6, Organization and Format for Performance Specifying provide guidance on performance specifying. This appendix does not duplicate the material contained in these documents; the FOA and/or AE should consult the latest edition.

C-5. Criteria Sources

Performance-oriented specifications should use model building codes and standards, industry design standards, and industry consensus standards and specifications to the greatest extent practical. Appropriate

standards for construction methods and materials likely to be proposed for the facility can be included by reference. Federal and military specifications and standards can be included or references if these criteria are commonly accepted and used in the local construction market. CEGS need not be used in the RFP. However, if industry standards and specifications are inappropriate, do not meet the facility's functional requirements, or do not exist for a particular building element, Army technical manuals (TMs), engineering manuals (EMs), and CEGS can be used as criteria sources. These documents need not be used *verbatim*, but should serve to indicate the levels of quality or service appropriate for the facility. Also, these criteria sources can be edited or otherwise adapted to the specific project requirements. Original specifications can be developed based on the fundamental performance requirements contained in these documents.

C-6. Format

Performance-oriented specifications should adhere to either the CSI 16-Division Format or to a "matrix" format. The appropriate format is determined by the specifications' content and composition.

a. The CSI 16-Division Format is used by USACE and is recognized throughout the building design and construction industry. It is well ordered, widely accepted specification format. However, the 16-Division Format is largely materials-oriented in its Division, Broadscope, and Narrowscope headings. In general, this format is appropriate when the FOA exercises a relatively higher degree of control over the configurations, materials, and methods proposed for the facility. This would include cases for which prescriptive specifications are necessary to a relatively greater degree, and for which the latitude or range of options appropriate for the specific project is not inhibited by Division and Broadscope designations. Building elements that can be proposed using any of a variety of interiors, or combinations thereof, or otherwise not appropriate for a material-prescriptive category, can be specified in Division 13—Special Construction.

b. A "matrix" is a common performance specification format. Building elements comprise one axis of the matrix, with performance attributes comprising the other. Specifications are developed for the appropriate intercepts of building elements and attributes.

(1) Building elements are defined according to major building systems or functional assemblies, without regard to configuration, materials, or method. Building elements or systems can be defined to any degree of detail appropriate for the specific project. A facility's structural requirements can be expressed for the "superstructure" as a whole, or can be further defined according to "vertical structure," "roof deck," "floor deck," "stairs," or similar designation. Table C-1 lists the building elements commonly defined for performance-oriented specifications.

(2) Attributes are characteristics of performance to be defined by requirements and criteria. Performance-oriented specifications are developed by applying attributes to building elements. Not all attributes will apply to the same building element, and an attribute will not necessarily apply to the same building element in all projects. The specifier must match attributes with building elements properly.

C-7. Specification by Attribute

Specifying by attribute is appropriate for both the CSI 16-Division Format and the "matrix" format. Table 2 lists commonly used performance attributes. Once an attribute is associated with a particular building element, the desired performance must be defined. This is done by describing requirements, criteria, and

tests. A requirement is a statement of desired results, usually in qualitative terms. Criteria are definitive statements of a performance level, stated in qualitative or quantitative terms. A criterion must be measurable, observable, or otherwise verifiable. A test is the method by which performance is measured and verified. Tests can include calculation or engineering analyses, laboratory or physical testing, or observation. These tests are applied at the appropriate step(s) throughout the project (e.g., proposal evaluation, final design, and construction). State of the art technology permits precise performance criteria to be established for most attributes. It may, however, be difficult to do so for other attributes. In the latter case, it may be necessary to complement general or less precise performance criteria with prescriptive specifications for particular building elements known to provide the required performance.

C-8. Alternative Prescriptive Specifications

A hybrid type of performance-oriented specification can include a statement that a particular building element can consist of one of several alternatives, thereby allowing a prescribed number of design or technical options. Each option is specified in traditional prescriptive terms. This approach permits relatively simple specification and evaluation of proposals. In practice, however, it has many disadvantages. First, it precludes designs that may provide the intended performance but do not strictly comply with the prescriptive specification. Also, it is unreasonable to include prescriptive specifications for all possible material alternatives for every building element. Furthermore, this approach creates a specification package of considerable volume when applied to many building elements in a facility. Such voluminous specifications place an additional burden on potential proposers, discouraging participation in the procurement and, therefore, competition. The practice of prescriptively specifying options for a single building element should be used only when no other performance-oriented specification technique will yield satisfactory results.

Table C-1
Typical Definitions for Building Elements

Substructure

Footings and foundations
Slab-on-grade

Superstructure

Vertical
Horizontal
Stairs and rails

Exterior Construction

Exterior walls
Doors and windows
Grills/vents/louvers
Roof and roofing

Interior Construction

Partitions
Doors and openings
Finishes
Specialties

Mechanical

Plumbing
HVAC
Fire protection
Special systems

Electrical

Power
Service and distribution
Lighting
Special Systems

Table C-2
Suggested Performance Attributes

HEADING 1: SAFETY AND PROTECTION

1.1 Fire Safety

1. Fire areas
2. Fire barriers
3. Egress means
4. Protective devices
5. Fire resistance/combustibility
6. Fire load/fuel contribution
7. Surface spread of flame
8. Flame propagation
9. Smoke generation
10. Smoke propagation
11. Accidental ignition

1.2 Life Safety (Other Than Fire)

1. Physical safety
2. Electrical safety
3. Toxicity
4. Chemical safety
5. Biological safety

1.3 Property Protection

1. Theft security
2. Security against vandalism
3. Resistance to misuse

1.4 Handicapped Considerations

1. Handicapped usage
2. Mobility impaired usage
3. Vision impaired usage
4. Hearing impaired usage

HEADING 2: FUNCTIONAL

2.1 Strength

1. Static loading
2. Live loading
3. Horizontal loading
4. Deflection

Table C-2 (Cont'd)

5. Thermal loading
6. Structural serviceability
7. Seismic loading
8. Impact loading
9. Penetration resistance
10. Temporary loads

2.2 Durability

1. Impact resistance
2. Moisture resistance
3. Thermal resistance
4. Corrosion resistance
5. Chemical resistance
6. Weather resistance
7. Ultraviolet resistance
8. Surface stability
9. Stain resistance
10. Absorbency
11. Cleanability
12. Color resistance
13. Friability/frangibility
14. Abrasion resistance
15. Scratch resistance
16. Dimensional stability
17. Cohesiveness/adhesiveness
18. System life

2.3 Transmission Characteristics

1. Heat
2. Light
3. Air infiltration
4. Vapor penetration
5. Water leakage
6. Condensation

2.4 Waste Products and Discharge

1. Solid waste
2. Liquid waste
3. Gaseous waste
4. Odor
5. Particulate discharge
6. Thermal discharge
7. Radiation

Table C-2 (Cont'd)

2.5 Operational Characteristics

1. Method of operation
2. Results of operation
3. Cycle time/speed of operation

HEADING 3: SENSIBLE

3.1 Aesthetic Properties

1. Arrangement
2. Composition
3. Texture
4. Color/gloss
5. Uniformity/variety
6. Compatibility/contrast

3.2 Acoustic Properties

1. Sound generation
2. Sound transmission
3. Reflectance

3.3 Illumination

1. Level
2. Color
3. Shadow/glare
4. Reflection

3.4 Ventilation

1. Air quality
2. Velocity
3. Distribution
4. Pressurization
5. Temperature
6. Moisture

3.5 Measurable Characteristics

1. Levelness
2. Plumbness
3. Dimension/tolerance
4. Volume
5. Flatness
6. Shape
7. Weight/density

Table C-2 (Cont'd)

3.6 Material Properties

1. Hardness
2. Ductility/brittleness
3. Malleability
4. Resilience
5. Elasticity/plasticity
6. Toughness
7. Viscosity
8. Creep
9. Friction
10. Thermal expansion

HEADING 4: PRACTICAL

4.1 Interface Characteristics

1. Fit
2. Attachment
3. Tolerance
4. Modularity
5. Rotatability
6. Relocatability
7. Erection sequence

4.2 Service

1. Repairability
2. Interchangeability
3. Accessibility
4. Replaceability
5. Inconvenience
6. Extendibility
7. Adaptability
8. Replacement sequence
9. Service frequency

4.3 Personnel Needs

1. Maintenance personnel
2. Training

APPENDIX D:

EXAMPLE DESIGN AND TECHNICAL EVALUATION CRITERIA FOR ONE-STEP PROPOSAL EVALUATION

The following items are typical of features or characteristics that should be examined at the quality value rating stage of a One-Step Facility Acquisition. This list is not intended to be definitive or all-inclusive. For each specific project, this list must be edited or expanded to reflect the appropriate conditions. No specific values are indicated in this example.

PART A: TECHNICAL EVALUATION

D-1. Site Design (If Proposer's Responsibility)

a. Building location/orientation.

(1) Visual prominence: evaluate the building's placement on the site for visibility and/or visual impact within the local environment. Consider views and vistas both toward and from within the building.

(2) Site utilization: evaluate the building's placement in terms of function and efficient utilization of the site. Consider preservation of existing trees and other site features.

(3) Orientation: evaluate the building's orientation and the relationships of functions and activities to the site and the vicinity. Assess the orientation with regard to solar, wind, and other environmental conditions.

(4) Master-planned projects: evaluate the design considerations given to the building's site circulation, orientation, and appearance with respect to master-planned projects.

b. Vehicular circulation.

(1) Access to site: evaluate the site design for efficiency of access to and from the area. Consider the visual identity of driveways and entrances to the site, integration with the local traffic patterns, and the distinction between service traffic and normal automobile traffic.

(2) Circulation within site: evaluate the site design for traffic flow within the area. Consider convenience of access to parking spaces and drop-off areas, movement within parking lots, accessibility of service traffic, and any potential conflicts in traffic patterns.

(3) Safety: evaluate vehicular circulation patterns for potential safety hazards, both vehicular and pedestrian.

c. Pedestrian circulation.

(1) Site circulation: evaluate the site design for pedestrian traffic flow within the area. Consider building accessibility from the vicinity and from other activity areas within the site. Consider pedestrian movement among all activity areas within the site. Assess the accommodation and flow of pedestrian traffic within parking areas.

(2) Safety: evaluate pedestrian circulation for safety and possible conflicts with vehicular traffic on the site or when entering or exiting the site.

d. Parking.

(1) Number of spaces: consider adding parking spaces to exceed the specified minimum.

(2) Handicapped provisions: evaluate the location and arrangement of handicapped parking. Consider accessibility to the building entrances.

(3) Proximity to building: evaluate distances and location of parking areas with respect to the building's entrances. Consider the location and configuration of handicapped parking spaces.

(4) Appearance: evaluate the landscaping, use of islands, and other esthetic characteristics of the parking areas.

(5) Maintainability: evaluate the location and arrangement of parking areas in terms of snow removal, leaf and litter accumulation, and other maintenance needs.

c. Landscaping.

(1) Overall landscape design: evaluate the overall landscape design for functionality and integration with the natural environment and building design. Consider the landscape design's response to solar, wind, and other environmental conditions.

(2) Landscape materials: evaluate the landscape materials for appearance and heartiness within the local environment. Consider qualities exceeding the specified minimums.

(3) Maintainability: evaluate the use of landscape materials, landscape fixtures and accessories, and design configuration with respect to routine maintenance operations. Consider requirements for mowing, pruning, and trimming. Assess the vulnerability to damage vehicular and pedestrian traffic and other site activities.

D-2. Site Engineering (If Proposer's Responsibility)

a. Grading and drainage.

(1) Drainage layout: evaluate the storm drainage layout for anticipated performance. Consider the susceptibility of inlets to clogging.

(2) Relation to site activities: evaluate the grading and storm drainage layout regarding coordination with other site systems and activities. Consider placement of inlets, catch basins, culverts, etc.

b. Sanitary sewer.

(1) Layout: evaluate the sanitary sewer layout for efficiency and maintainability.

(2) Materials: evaluate the sanitary sewer materials for qualities exceeding the specified minimums.

c. Water supply.

(1) Layout: evaluate the water supply layout for efficiency and maintainability.

(2) Materials: evaluate the water supply materials for qualities exceeding the specified minimums.

d. Electrical

(1) Layout: evaluate the electrical layout for efficiency and maintainability.

(2) Materials: evaluate the electrical materials for qualities exceeding the specified minimums.

D-3. Architectural Design

a. Functional arrangement.

(1) Overall plan arrangement: evaluate the overall arrangement of spaces, functions, and activity areas, and the relationships among them. Consider the arrangement of each primary space and the utility of supporting spaces to the primary functions.

(2) Building circulation: evaluate the circulation patterns within the building. Consider the adjacencies and proximities of spaces and the flow of activities among them.

(3) Integration with site activities: evaluate the relationship of the building's functions with the site design and activities.

(4) Acoustic control: evaluate the building's design, construction, and use of materials to control acoustics. Consider sound transmission between spaces, reverberation within spaces, and sound generation by mechanical and other equipment.

(5) Visual control: evaluate the building's design regarding visual access and isolation between and among spaces and functions.

(6) Daylighting: evaluate the building's design for effectiveness of fenestration and daylighting.

b. Net floor area. Evaluate the potential advantage of increasing the net floor area over the specified minimums in: [list the appropriate spaces or areas].

c. Exterior appearance.

(1) Compatibility within the existing environment: evaluate the building's design for compatibility within the existing architectural and natural environment.

(2) Building form: evaluate the building's design in terms of form, shape, proportion, proper scale, and expression of functions and interior activities.

(3) Elevations: evaluate the building's elevations and exterior appearance. Consider the fenestration arrangement, articulation, and overall detailing.

(4) Use of exterior materials: evaluate the use of exterior materials. Consider their contribution to the overall architectural design and appearance of the building within the existing environment.

D-4. Interior Design

a. Overall design scheme. Evaluate the overall interior design scheme. Consider appearance, function, use of materials, and maintainability.

b. Design for safety. Evaluate the interior design scheme for any potential hazards. Consider the location of fixtures and equipment, detailing of protruding features, suitability of finishes, and detailing of installed items.

c. Finish of building utilities. Evaluate the appearance of building utilities for concealment, color, detailing, and consistency with the overall interior design scheme.

d. Color. Evaluate the use of color and decorative graphics in the overall interior design scheme.

e. Signage and graphics. Evaluate signage and informational graphics for legibility and functional effectiveness, appearance, and character form.

f. Finishes.

(1) Flooring: evaluate flooring for appearance, durability, and maintainability. Consider qualities exceeding the specified minimums.

(2) Wall surfaces: evaluate wall surfaces for appearance, durability, and maintainability. Consider qualities exceeding the specified minimums.

(3) Ceilings: evaluate ceiling surfaces for appearance, durability, and maintainability. Consider qualities exceeding the specified minimums.

(4) Fixtures and trim: evaluate light fixtures, built-in cabinetry, trim and molding, and other finish work for appearance, durability, and maintainability. Consider qualities exceeding the specified minimums.

D-5. Building Engineering

a. Overall construction quality. Evaluate the building's overall engineering and detailing quality. Consider qualities exceeding the specified minimums.

b. Structural design.

(1) Design criteria: evaluate the potential advantage in exceeding the minimum specified structural criteria in any areas of the structural design.

(2) Layout: evaluate the structural layout for compatibility with the facility's activities and plan layout.

(3) Integration with other systems: evaluate the structural design in terms of interface and accommodation of other building architectural and mechanical systems.

(4) Materials: evaluate structural materials for qualities exceeding the specified minimums.

c. Exterior materials and systems.

(1) Roof system: evaluate the weathertightness, longevity, and detailing of the roof system. Consider qualities exceeding the specified minimums.

(2) Wall construction: evaluate the weathertightness, longevity, and detailing of the exterior wall system. Consider qualities exceeding the specified minimums.

(3) Windows, doors, openings: evaluate the weathertightness, longevity, and detailing of the windows, doors, and other exterior openings. Consider qualities exceeding the specified minimums.

d. Mechanical systems (HVAC)

(1) Design criteria: evaluate the anticipated performance and effectiveness of the proposed mechanical scheme. Consider performance exceeding the specified minimums.

(2) Equipment and materials: evaluate the selected mechanical equipment and materials for anticipated performance, maintainability, and service life. Consider performance exceeding the specified minimums.

(3) Layout: evaluate equipment location and distribution layout for efficiency, and maintainability. Consider their integration with other building mechanical systems.

e. Mechanical systems (plumbing).

(1) Design criteria: evaluate the anticipated performance and effectiveness of the proposed plumbing scheme. Consider performance exceeding the specified minimums.

(2) Equipment and materials: evaluate the selected plumbing equipment and materials for anticipated performance and maintainability.

(3) Layout: evaluate equipment location and distribution layout for efficiency maintainability. Consider the integration with other building mechanical systems.

D-6. Life-Cycle Cost

a. Energy use. [Include the appropriate criterion].

(1) Calculated energy cost: incorporate the calculated energy cost for HVAC and lighting systems into the proposal price [as appropriate for the specific project and evaluation approach].

(2) Calculated/simulated energy budget: incorporate the calculated or simulated energy budget for HVAC and lighting systems into the quality point score [as appropriate for the specific project and evaluation approach].

(3) Proposed energy budget: incorporate the proposed energy budget for HVAC and lighting systems into the quality point score [as appropriate for the specific project and evaluation approach].

(4) [Qualitative evaluations for the energy use of HVAC and lighting systems can be included in the evaluation of each system.]

b. Repair and maintenance.

(1) Calculated repair and maintenance cost: incorporate the calculated repair and maintenance costs into the proposal price [as appropriate for the specific project and evaluation approach].

(2) [Qualitative evaluations for repair and maintenance of building systems and materials can be included in the evaluation of each system.]

c. Replacement [Include the appropriate criterion.]

(1) Calculated replacement cost: incorporate the calculated replacement costs into the proposal price [as appropriate for the specific project and evaluation approach].

(2) Replacement cycles: incorporate anticipated replacement cycles into the quality point score [as appropriate for the specific project and evaluation approach].

(3) [Qualitative data for replacement characteristics of building systems and materials can be included in the evaluation of each system.]

PART B: PROPOSER QUALIFICATIONS AND MANAGEMENT PLAN

I. Proposer Qualification Evaluation Criteria

1. *Personnel*

- a. Identification. Check whether the names, resumes, registration data, and levels of responsibility for personnel assigned to design and construction activities reflect quality personnel with the proper credentials.
- b. Experience. Check whether each individual identified has had a significant part in any of the project examples cited and consider the number of years each has been in his/her respective profession.
- c. Reassignment. If reassignment of personnel is considered possible, evaluate the quality of the alternative professionals identified using the standards mentioned above.

2. *Project Examples*

- a. Projects. Evaluate the project examples submitted for overall standard of quality, similarity to the proposed project, and congruity with the same level of standards required for the proposed project.
- b. Reference contact. Assess the degree of satisfaction and recommendation for a design/build team's work reflected by previous clients.
- c. Content of project examples. For each example cited, evaluate the general chapter, scope, location, cost, and date of completion.
- d. Joint ventures. If the project is a joint venture, evaluate the project examples cited by each of the firms involved. Consider the above mentioned qualities when evaluating each firm.

3. *Familiarity With Government Contracts*

- a. Past contracts. Evaluate the number of contracts with the Federal Government within the past 5 years. Consider the similarities in practices of the contracting agency involved.
- b. Joint ventures. If the project is a joint venture, use the same evaluation criteria for each firm involved, as mentioned above.

4. *Commitment*

- a. Statement. Evaluate the statement indicating the proposer's commitment of personnel and resources to the project, as required from the principal-in-charge.
- b. Joint venture. If the project is a joint venture, evaluate the statements of commitment from each firm involved.

5. Liquidated Damages

- a. Explanation. Evaluate the list and explanation furnished on all projects for which liquidated damages have been assessed. Consider the time periods involved (i.e., how long delinquent or past deadline). Evaluate the circumstances involved in each case and the reasons for assessing liquidated damages. Judge the likelihood of the design/build team to incur delays and liquidated damages for the project under consideration.
- b. Joint venture. If the project is a joint venture, evaluate the explanations furnished for assessed liquidated damages on projects from each firm involved.

6. Termination

- a. Explanation. Evaluate the list and explanation furnished on all projects from which the proposer has been terminated. Consider a designated time period, the circumstances involved in each case, and the reasons for termination.

- b. Joint venture. If the project is a joint venture, evaluate these explanations for each firm involved.

7. Forms

- a. Required forms. Check whether the proposer has submitted AIA forms A305 and B431. Consider the thoroughness of completion and the clarity.
- b. Additional forms. Evaluate additional information submitted on the proposer's qualifications. Consider the usefulness and conciseness of the information in describing these qualifications.

II. Management Plan Evaluation Criteria

1. Quality Control Plan

- a. Identification. Evaluate the proposer's clarity in identifying the personnel responsible for quality control and in the policy establishing their authority. Consider how the Quality Control Office can objectively exercise his/her responsibilities within the contractor's organization.
- b. Description. Assess whether the description of tasks and functions for quality control personnel is specific enough to understand their purpose clearly.
- c. Schedules. Evaluate the proposer's ability to define a specific policy that establishes schedules for performance of quality control tasks.
- d. Findings. Check whether the program contains an adequate policy for reporting quality control findings to the Contracting Officer. Consider if the Quality Control Officer may be in a position where he/she is inhibited from reporting negative quality control findings.
- e. Disputes. Check whether the program contains an appeal system that clearly defines the Contracting Officer as the person to resolve disputes that have not received satisfactory responses from the first levels of quality control personnel.

f. Test data. Assess whether the program provides the name of laboratories to be used and identifies the procedures used for test data reporting. Consider the reputation and responsiveness of the lab(s).

g. Material storage. Evaluate the program's plan for the storage and protection of construction materials. Consider the security plan for the materials as well as the methods of protection.

Design and Construction Schedule

- a. Phases. Evaluate the proposer's ability to identify a schedule for all phases of the project.
- b. Rationale. Evaluate the submission stating the proposer's rationale on how the proposed schedule will be achieved. Consider if it is realistic, if the dates set for the completion of items are feasible or if it is task-oriented, check whether it indicates dates by which construction milestones are to be achieved.
- c. Graphics. Evaluate the graphic representation of the schedule. Consider its clarity in enabling the Contracting Officer to monitor the progress easily.

3. Mobilization Plan

- a. Immediate mobilization.
 - (1) Onsite contractor facilities. Evaluate the length of time scheduled to set up office facilities on the site with regard to the date of the preconstruction conference. Consider the arrangements presented for telephones, utilities, parking areas, storage facilities, security measures, and signage.
 - (2) Personnel. Evaluate the arrangement proposed for assembling the necessary personnel to prepare the site and facilities for construction.
 - (3) Equipment. Evaluate the arrangements proposed for assembling the equipment needed to prepare the site and facilities according to the construction schedule.
- b. Site organization.
 - (1) Construction plan. Evaluate the proposer's intent to furnish a detailed site construction plan upon contract award. Consider the representation of all construction facilities, onsite temporary buildings and equipment, assigned storage and operating areas, roads, parking areas, and entrances.
 - (2) Temporary construction. Evaluate the proposer's plan to construct temporary roads and parking areas, erect necessary signs, fences, and gates, and install telephone and utility connections upon contract award.
 - (3) Utilities. Evaluate the proposer's assurance that all existing utilities and power lines will be located properly by the respective companies and authorities prior to initiating work.

4. Demobilization Plan

- a. Scheduling. Check whether the proposer intends to start demobilization planning as soon as work begins. Note if detailed staging plans will be developed for each phase of construction to improve safety.

and working conditions. Consider plan for removing materials/equipment and eliminating unnecessary equipment, materials, and personnel from the site.

b. Coordination. Check whether a specific demobilization schedule will be developed in coordination with the project closeout plan and with all subcontractors. Consider the plan to create appropriate checklists and procedures for site closeout and facility turnover, the listing of specific dates for removal of equipment and construction facilities, departure of personnel, and arrangements for the discontinuance of telephones and utilities.

5. Logistics Plan

a. Scheduling methods. Evaluate items included in the scheduling process. Consider key activities, critical and long-lead time materials, subcontractor requirements, allowance for change orders, coordination meetings, and frequency of schedule updates.

b. Material procurement. Evaluate the plan for the ordering and receipt of materials/equipment that could affect the project schedule. Consider how the schedule will be monitored and expedited, and the personnel who will be responsible for it.

c. Management of subcontractors. Evaluate the plan to prevent impact on the project schedule through errors or omissions by subcontractors. Consider supervisory and administrative functions that will enhance a subcontractor's performance and prevent delays. Note if the superintendent will closely track the progress of each subcontractor.

d. Manpower use. Check whether the workforce proposed for the project is carefully controlled and monitored throughout the duration of the project and with whom the ultimate control of workforce rests. Evaluate the proposer's plan to track personnel costs and the time basis on which these labor reports will be produced.

e. Productivity monitoring. Evaluate what the proposer uses as a measuring device to help assess job productivity. Consider the proposed scheduling methods, what the subcontractors are required to submit for scheduling methods (e.g., identification of the appropriate labor hours, crew sizes, number of crews, and scheduled usage of crews), and what methods are proposed to meet schedules (e.g., increasing crew size, increasing crews, overtime and shift work to meet schedules).

6. Funds Control Plan

a. Subcontractors and suppliers. Evaluate the corporate purchasing power and reputation. Consider the prompt payment policy to subcontractors and suppliers upon proper invoicing and completion of work as scheduled. Consider the proposer's plan to purchase supplies and materials from local sources.

b. Financial condition. Evaluate the proposer's financial condition of each subcontractor prior to issuing subcontracts.

7. Contract Closeout Plan

a. General procedure. Evaluate the proposed scheme for closing the contract agreement and the proposer's duties.

b. Provisions.

(1) Record documents: evaluate the plan to transfer changes recorded on the record set of prints and other documents used during the construction period to the reproducibles in a neat, legible manner; corrected material should be turned over to the owner as a permanent record.

(2) Punch list and final inspection: evaluate the proposer's plan to provide to the owner, in writing, the date the work will be ready for final inspection in accordance with the contract.

(3) Substantial completion and final payment: evaluate the proposer's plan to complete all work on the punch list and to prepare the Certificate of Substantial Completion for turnover and beneficial occupancy.

(4) Warranties: evaluate the proposer's plan to provide warranties and operation/maintenance manuals for material and equipment. Consider the need for serial numbers, model numbers, suppliers, points of contacts, telephone numbers, description, number of copies, and personnel responsible during the warranty period.

(5) Cleanup: evaluate the provisions for cleanup prior to owner takeover. Consider the removal of temporary facilities, trash, and debris from the construction site and additional provisions that will be furnished in the specifications once the contract is awarded.

(6) Operation, maintenance, training: evaluate the proposed provisions for supplying all necessary operating, maintenance and repair instructions, obtaining spare parts, and training personnel if required. Consider if all necessary items are addressed and if the DEH will be well prepared to operate the facility.

(7) Point of contact: evaluate the plan to assign an authoritative person to handle warranty matters. Consider the ease of access to this person and whether both contractor and subcontractor are represented.

APPENDIX E:

EXAMPLE PROPOSAL SUBMITTAL REQUIREMENTS

E-1. Introduction

a. The purpose of submittals for a One-Step Competitive Negotiation or Two-Step Sealed Bidding of military facilities is to:

(1) Provide enough design information for the using agency and USACE elements to determine whether the proposed facility design meets the functional requirements for operational use during the anticipated life of the facility; also for a One-Step proposal, the degree to which the proposal exceeds the minimum requirements.

(2) Provide the USACE FOA with enough data to determine the engineering sufficiency and soundness of the proposed design.

(3) Enable the proposer to develop a fair and reasonable price proposal or bid to the Government.

b. The required submittal material will vary according to the specific project conditions the proposers' responsibilities for design, and the procurement method used for the project (One-Step or Two-Step). Proposals must provide enough information to enable the Government to conduct a complete and valid evaluation, yet must not require such an expenditure of time, effort, and cost as to discourage participation in the procurement. Drawings should be developed to no more than approximately 10 to 15 percent complete. Specifications should be of outline content and style. The degree to which submittal requirements are to be developed must be described clearly in the proposal submittal requirements.

c. Below are design and technical submittal requirements typical of One-Step and Two-Step technical proposals. The USACE FOA or contract AE preparing the RFP or RFTP must add or delete items as appropriate to the specific project.

E-2. Site Design (If Proposer's Responsibility)

a. Site analysis narrative. Provide a brief description of the basic site layout and the rationale behind this design. Address environmental conditions, existing site features, and the relationship of the site and building activities to the surrounding environment.

b. Site plan(s). Include the following—

- (1) Building outline.
- (2) Finish contours and retaining walls.
- (3) Floor elevation.
- (4) Sidewalks, road, service areas, parking, and ramps.

- (5) Existing buildings (as appropriate).
- (6) Landscape design and materials.
- (7) Site fixtures and accessories.

E-3. Site Engineering (If Proposer's Responsibility)

- a. Site civil plan(s). Include the following—
 - (1) Storm drainage layout indicating swales, inlets, and culverts.
 - (2) Water supply layout indicating controls.
 - (3) Sanitary sewer layout.
 - (4) Gas Supply layout indicating controls.
 - (5) Steam or hot water supply layout indicating controls.
 - (6) Electrical distribution layout indicating transformer locations.

E-4. Architectural Design

- a. Architectural design narrative. Provide a brief description of the building's architectural configuration and the rationale behind the design. Address environmental conditions, the relationship of the site and its activities to the building, appearance of the building, response to the architectural program requirements, selection of interior and exterior materials, and construction techniques. Describe fire safety measures, including fire egress routes, stair and passage dimensions, detection and alarm systems, and fire suppression systems.

- b. Floor plan(s). Include the following—
 - (1) Walls and partitions.
 - (2) Doors, windows, and openings.
 - (3) Overall exterior dimensions and basic interior dimensions.
 - (4) Location of equipment, furnishings, and other plan features.
 - (5) Room titles and net areas.
 - (6) Personnel occupancy.

c. Elevations. Include the following—

- (1) Exterior materials.
- (2) Fenestration, openings, and doors.
- (3) Foundation outline, and finish grade.
- (4) Grilles, rails, and other architectural specialties.

d. Sections, one long dimension, one short dimension: Include the following—

- (1) Roof, floor, and foundation structure, finish grade.
- (2) Wall thickness.
- (3) Ceilings.
- (4) Overall vertical dimensions; interior vertical clearances,

e. One typical wall section. Include the following—

- (1) Materials.
- (2) Wall thickness.
- (3) Wall structure.
- (4) Surfaces and finishes.
- (5) Thermal insulation.
- (6) Water, moisture, and vapor protection.
- (7) Detail at roof.
- (8) Detail at floors.
- (9) Detail at foundation.

f. Door, window, and equipment schedules [as appropriate].

E-5. Interior Design

a. Interior design description. Briefly describe the building's interior design scheme and the rationale behind it. Include product literature and other descriptive materials, as appropriate. Address function, appearance, use of materials, considerations for safety or prevention of hazards, and considerations for the detailing or concealment of building utilities.

- b. Cabinetry and trim. Provide product literature or other descriptive materials, as appropriate.
- c. Color scheme. Provide color samples, as appropriate.
- d. Signage and graphics. Provide product literature or other descriptive materials, as appropriate.
- c. Finishes. Provide a finish schedule. Provide color photographs of finish sample boards or other descriptive materials, as appropriate.

E-6. Building Engineering

a. Outline specifications. Provide outline specifications for the facility in CSI 16-Division Format. Include product literature and other descriptive material, as appropriate, to describe the proposed materials and systems.

b. Structural design.

(1) Provide a brief narrative description of the proposed structural approach. Describe the basic construction type and major structural materials. Indicate the rationale behind the proposed structural approach.

(2) Identify the codes, standards, criteria, and design methods around which the structural design will be developed. Indicate how the specified minimum structural criteria will be met or exceeded in the proposed design.

(3) Provide a basic structural plan, if not evident in the architectural drawings. Indicate items such as bay dimensions, expansion joints, seismic joints, and control joints.

c. Mechanical systems (HVAC).

(1) Provide a brief narrative description of the proposed mechanical design. Indicate the rationale behind the selection of the proposed systems. Address the fuel source, environmental conditions, thermal envelope design, and operating characteristics of the HVAC system.

(2) Identify the codes, standards, criteria, and design methods around which the mechanical design will be developed. Indicate how the specified minimum mechanical and environmental criteria will be met or exceeded in the proposed design.

(3) Provide a basic mechanical plan. Indicate locations of equipment, distribution system, thermostat, and controls.

(4) Supply and equipment schedule. Describe the mechanical equipment, and include product literature and other descriptive material, as appropriate.

d. Mechanical systems (plumbing).

(1) Provide a brief narrative description of the proposed plumbing design. Indicate the rationale behind selection of these systems.

(2) Identify the codes, standards, criteria, and design methods around which the plumbing design will be developed. Indicate how the specified minimum plumbing criteria will be met or exceeded in the proposed design.

(3) Provide a plumbing plan. Indicate locations of equipment distribution system, valves, cleanouts, and controls.

(4) Provide a plumbing schedule. Describe the plumbing fixtures and equipment. Include product literature and other descriptive material, as appropriate.

e. Electrical systems.

(1) Provide a brief narrative description of the proposed electrical and lighting designs. Indicate the rationale of selecting these systems.

(2) Identify the codes, standards, criteria, and design methods around which the electrical and lighting designs will be developed. Indicate how the specified minimum electrical criteria will be met or exceeded in the proposed design.

(3) Provide an electrical plan. Indicate locations of equipment, distribution system, and controls.

(4) Include a lighting plan. Indicate fixture and switch location and types.

(5) Provide an electrical schedule. Describe the electrical and lighting fixtures and equipment. Include product literature and other descriptive material, as appropriate.

E-7. Life-Cycle Cost

a. Energy use. [Include the appropriate criterion.]

(1) Identify a proposed energy budget for the facility that must be verified and enforced during final design. Indicate factors for HVAC systems, lighting, and plumbing systems.

(2) Provide the specified energy budget analysis for the proposed building.

ABBREVIATIONS

AE	architect-engineer
AEI	architect/engineer instruction
AL	acquisition letter
AR	Army Regulation
CACES	Corps of Engineers Computer Aided Cost Estimating System
CBD	Commerce Business Daily
CEGS	Corps of Engineers Guide Specification
CO	Contracting Officer
COC	certificate of compliance
CSI	Construction Specifications Institute
DA	Department of the Army
DEH	Directorate of Engineering and Housing
D&F	determinations and findings
DUNS	Data Universal Numbering System
EEO	Equal Employment Opportunity
EM	Engineering Manual
ER	Engineer Regulation
FAR	Federal Acquisition Regulation
FOA	field operating activity
FY	fiscal year
HR	House Report
HQUSACE	Headquarters, United States Army Corps of Engineers
HVAC	heating, ventilating, and air-conditioning
IFB	invitation for bid
MACOM	major command
MCA	Military Construction, Army
MP	Manual of Practice
NAFCP	Nonappropriated Funded Construction Project
NTP	notice to proceed
OSD	Office of the Secretary of Defense
PDB	project development brochure
PM	project manager
P&S	Procurement and Supply
QA	Quality Assurance
RFP	request for proposal
RFTP	request for technical proposal
SA	supervision and administration
SF	surcharge funded
TM	Technical Manual
USACE	U.S. Army Corps of Engineers
USACERL	U.S. Army Construction Engineering Research Laboratory

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ATTN: CEMP
ATTN: CEMP-C
ATTN: CEMP-E
ATTN: CEMP-EA (5)
ATTN: CERD
ATTN: CERD-L
ATTN: CERD-C
ATTN: CERD-M
ATTN: CERM
ATTN: DAEN-ZCE
ATTN: DAEN-ZCI
ATTN: DAEN-ZCM
ATTN: DAEN-ZCZ

CEIISC
ATTN: CEIISC-ZC 22060
ATTN: DET III 79906
ATTN: CEHSC-F 22060
ATTN: CEIISC-TT-F 22060

US Army Engineer Districts
St. Louis District
ATTN: CELMS-ED-P
Kansas City District
ATTN: CEMRK-ED-M
ATTN: CEMRK-ED
Baltimore & Baltimore Harbor Dist
ATTN: CENAB-EN-MA
ATTN: CENAB-EN
New York & New York Harbor Dist
ATTN: CENAN-EN-MA
ATTN: CENAN-EN
Norfolk & Norfolk Harbor Dist
ATTN: CENAO-EN-M
ATTN: CENAO-EN
Mobile District
ATTN: CESAM-EN-MA
ATTN: CESAM-EN
Savannah District
ATTN: CESAS-EN-M
ATTN: CESAS-EM
Omaha District
ATTN: CEMRO-ED-M
ATTN: CEMRO-ED
Alaska District
ATTN: CENFA-EN-M
ATTN: CENPA-ED
Portland District
ATTN: CENPP-EN
ATTN: CENPD-ED-MA

Seattle District
ATTN: CENPS-EN-MA
ATTN: CENPS-EN
Louisville District
ATTN: CEORL-ED-M
ATTN: CEORD-ED
Los Angeles District
ATTN: CESPL-ED-D
ATTN: CESPL-ED
Sacramento District
ATTN: CESPK-ED-M
ATTN: CESPK-EN
Fort Worth District
ATTN: CESWF-ED-M
ATTN: CESWF-ED
Tulsa District
ATTN: CESWT-EN-MA
ATTN: CESWT-EN
Memphis District
ATTN: CELMM-EN-M
New Orleans District
ATTN: CELMN-EN-M
Vicksburg District
ATTN: CELMK-EN-M
Philadelphia District
ATTN: CENAP-EN-M
Buffalo District
ATTN: CENCB-EN-M
Chicago District
ATTN: CENCC-EN-M
Detroit District
ATTN: CENCE-EN-M
Rock Island District
ATTN: CENCR-EN-M
St. Paul District
ATTN: CENCS-EN-M
Walla Walla District
ATTN: CENPW-EN-M
Huntington District
ATTN: CEORH-EN-M
Nashville District
ATTN: CEORN-EN-M
Pittsburgh District
ATTN: CEORP-EN-M
Honolulu District
ATTN: CEPOH-EN-M
Charleston District
ATTN: CESAC-EN-M

US Army Engr Divisions
Huntsville Division
ATTN: CEIIND-DE
ATTN: CEHND-EN
Missouri River Division
ATTN: CEMRD-ED
ATTN: CEMRD-ED-TS
North Atlantic Division
ATTN: CENAD-EN
ATTN: CENAD-EN-TS

North Pacific Division	Military Traffic Mgmt Command
ATTN: CENPD-EN	Falls Church 20315
ATTN: CENPD-EN-TS	Oakland Army Base 94626
South Atlantic Division	Bayonne 07002
ATTN: CESAD-EN-M	Sunny Point MOT 28461
ATTN: CESAD-EN-TS	
New England Division	NARADCOM, ATTN: DRDNA-F 01760
ATTN: CENED-ED-D	
ATTN: CENED-ED-TS	TARCOM, Fac, Div. 48090
Ohio River Division	TRADOC (19)
ATTN: CEORD-ED-M	HQ, TRADOC, ATTN: ATEN-DEII 23651
ATTN: CEORD-EN-TS	ATTN: DEH
Pacific Ocean Division	TSARCOM, ATTN: STSAS-F 63120
ATTN: CEPOD-EN	
ATTN: CEPOD-EN-TS	USAIS
South Pacific Division	Fort Huachuca 85613
ATTN: CESPD-ED	ATTN: Facilities Engineer (3)
ATTN: CESPD-EN-TS	Fort Ritchie 21719
Southwestern Division	WESTCOM
ATTN: CESWD-ED	Fort Shafter 55858
ATTN: CESWD-ED-TS	ATTN: DEII
Lower Mississippi Valley Division	ATTN: APEN-A
ATTN: CELMV-EN-M	
North Central Division	Fort Belvoir, VA
ATTN: CENCD-EN-M	ATTN: CECC-R 22060
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USASETAF	CEWES, ATTN: Library 39180
ATTN: AESE-EN-D 09019	
AMC - Dir., Inst., & Svcs.	Tyndall AFB, FL 32403
ATTN: DEII (22)	AFESC/Engineering & Service Lab
DLA ATTN: DLA-WI 22304	
DNA ATTN: NADS 20305	NAVFAC
FORSCOM (28)	ATTN: Division Offices (11)
FORSCOM Engineer, ATTN: Spt Det. 15071	ATTN: Facilities Engr Cmd (9)
ATTN: DEH	ATTN: Naval Public Works Center (9)
	ATTN: Naval Civil Engr Lab (3)
HSC	ATTN: Naval Constr Battalion Ctr 93043
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Vint Hill Farms Station 22186	
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USA AMCCOM 61299	
ATTN: AMSMC-RI	Defense Technical Ino. Center 22304
ATTN: AMSMC-IS	ATTN: DTIC-FAB (2)
Military Dist of Washington	
ATTN: DEII	239
Cameron Station (3) 22314	8/90
Fort Lesley J. McNair 20319	
Fort Myer 22211	